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ABSTRACT

This report presents the findings and conclusions of a study conducted to determine whether the ten Alaska community colleges should remain as part of the University of Alaska governance structure or should be constituted as an independent system with their own administrative structure and governing board. To investigate this question the Commission developed a summary of the present community college structure, reviewed the state-level administrative structures most commonly in use in other states, identified seven alternative approaches for the governance of community colleges in Alaska, and held a series of public hearings to obtain input from students, faculty, and college officials. The Commission concluded that while the community colleges should remain as part of the University of Alaska structure, administrative procedures should be streamlined and substantially greater decision-making authority should be delegated to college chief administrators and policy advisory councils in the areas of budget development and personnel. Included in the report are community college statistical data, organizational charts of the postsecondary education systems in other states grouped by six identified types, graphic representations of the alternatives for Alaska, and a summary of opinions expressed in the public hearings. (JDS)

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PUBLIC COMMUNITY COLLEGES IN ALASKA:

A Report On Public Hearings

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PUBLIC COMMUNITY COLLEGES

IN ALASKA

A REPORT ON PUBLIC
HEARINGS HELD IN:

FAIRBANKS
NOME
BETHEL
SOLDOTNA
ANCHORAGE
JUNEAU

Alaska Commission on Postsecondary Education
Pouch F
Juneau, Alaska 99811

INTRODUCTION

The Alaska Commission on Postsecondary Education held public hearings in Fairbanks, Nome, Bethel, Soldotna, Anchorage, and Juneau to try to determine what actions, if any, were needed or warranted with regard to altering the administrative structure of Alaska's public community colleges. Attendance at these hearings was fairly consistent and the quality of testimony was gratifying. Excluding Commission members and staff, the attendance at the hearings was:

Fairbanks	26
Nome	21
Bethel	23
Soldotna	24
Anchorage	73
Juneau	22
	189

Additionally, a number of individuals and groups who could not attend submitted written comments.

This report is a summarization of those public hearings. It is comprised of six sections, which in reality are six separate documents. Section One contains the Commission's summary and recommendations. Section Two contains the narrative materials which were distributed prior to and during the various hearings. (It should be noted that throughout Section One Northwest Community College is incorrectly referred to as Northwestern Community College.) Section Three consists of graphic representations of alternate governance structures for community colleges in Alaska. Section Four contains a report on the hearings prepared by Commission member Sharron Lobaugh, who, along with Dr. Hugh Fate, was in attendance at all of the hearings. Mrs. Lobaugh's report summarizes the hearing testimony and suggests recommendations for Commission action. Section Five is the edited transcript of all of the hearings. Section Six contains those comments received after transcription had been completed.

SECTION ONE

COMMISSION SUMMARY

AND RECOMMENDATIONS

ALASKA'S COMMUNITY COLLEGES

Introduction

One of the major issues confronting postsecondary education in Alaska during the past few years has been the relationship of the State community colleges to the rest of the public system. There currently are ten community colleges in the State, all of which are branches of the University of Alaska and thereby governed by the Alaska Board of Regents, the board constitutionally charged with the governance of the University of Alaska. These ten colleges include:

Anchorage Community College
Juneau-Douglas Community College
Kenai Peninsula Community College
Ketchikan Community College
Kodiak Community College
Kuskokwim Community College
Matanuska-Susitna Community College
Northwest Community College
Sitka Community College
Tanana Valley Community College

Legislation introduced in the 1976 Alaska State Legislature proposed separating the community colleges from the University system and creating an independent State community college system with its own administrative structure and its own governing board. Other related legislation proposed creating a community college system headed by two chief administrative officials (one for urban and one for rural institutions), each of whom would report directly to the existing Board of Regents, thus circumventing the President of the University of Alaska. Neither of these pieces of legislation passed, but their introduction and success in early session were indicative of the State's concern with the existing structure.

A team of consultants reporting to the Subcommittee on Higher Education of the Legislative Council recommended, prior to the 1976 legislative session, that "within a three year period the State community colleges be provided their own governing board." This was largely based upon the consultant's findings after studying the funding and support structure for community colleges within the University of Alaska system.

The community college faculty organization endorsed the concept of a separate system, while the University of Alaska Board of Regents and central administrative staff took a position in opposition to such action. Members of the State Legislature and the State Executive Department called upon the Alaska Commission on Postsecondary Education for guidance in this matter; however, during the last legislative session, the Commission, due to a lack of a comprehensive study, could take no position. Rather, the Commission's recommendation was that decisions upon the proposed legislative changes be delayed until better inputs could be received.

The Commission then undertook the task of conducting a study of Alaska's community college structure. The study, in part funded by a Federal planning grant, had as its goal the identification of the community college structure determined to be most beneficial both in the short and long term for the citizens of Alaska. To provide the inputs necessary to achieve this goal, the Commission:

a. developed a summary of the present community college structure in Alaska;

b. reviewed those community college administrative structures most commonly in use throughout the Nation;

c. identified a set of alternative approaches for the governance of community colleges in Alaska; and

d. sought inputs, statewide, as to which, if any, of the identified alternatives might best meet Alaska's postsecondary educational needs.

The materials developed for this study and the transcripts of the public hearings held in Fairbanks, Nome, Bethel, Soldotna, Anchorage, and Juneau are presented in detail in Section Four, Part A, of this report.

Findings

In reviewing the materials assembled and the inputs received during the public hearings on Alaska's community colleges, it becomes evident that there are indeed a number of problems with the current approach to community colleges within the University of Alaska system. The problems seem to center on the number of administrative layers through which community colleges presently operate. This was manifested in complaints about administrative reporting structures, student record-keeping services, facility planning, personnel system procedures, budget development and decision-making, and the lack of understanding of community college philosophy and mission.

Local policy advisory councils expressed great pride in their colleges and in what is being accomplished; however, they also expressed frustration with regard to their role in the structure. In two instances, the councils were either felt to be non-existent or ineffective. These citizen members felt the need for community input into decisions regarding curriculum, personnel, and budget. The amount of such input varied from one community to the next. In general, however, the council members felt that they should have a better-defined purpose, that they should be involved at a higher level within the system structure, and that they should have direct input to the Board of Regents. Most policy advisory council representatives were unaware of present opportunities for interfacing with the Regents.

These citizens represent a valuable asset to our State and our educational system.

Recommendation 1: The Board of Regents should re-examine the policy advisory council structure, with the purpose of providing for additional decision-making to be delegated to the local level.

Recommendation 2: The role of the policy advisory councils needs to be well-defined and a mechanism developed whereby these councils can advise, not only the local administration, but the governing Board of Regents, and this advisory capacity should be expanded to include budgetary considerations.

Student record-keeping systems for the community colleges, particularly those in the more rural areas, need improvement. The turn-around time for receipt of grades, transcripts, and general academic records is felt to be excessive.

Recommendation 3: A study should be undertaken to see if many of the student record-keeping functions could be better handled at the local campus level.

Concern was expressed regarding the lack of local input into facility planning. When inputs were received, they were, at times, discarded without explanation.

Recommendation 4: Facilities planning, while centralized, shall continue to routinely provide for local community involvement and citizen participation.

Current personnel procedures have caused what were felt to be unnecessary delays in the hiring and salary placement of new community college faculty and staff.

Recommendation 5: Campus personnel decisions should be made by the chief administrative official at each institution. As long as such hiring and salary placement is conducted in concert with established University policy, the decision-making and actual personnel handling should be conducted and maintained at the local college level.

A community college should indeed be a college of and for the community it serves. Budgetary decisions impacting severely on the ability of those colleges to meet the needs of their constituencies have often been made with little or no local input, either from the campus administration, or the advisory committee.

Recommendation 6: Budget development should originate at the campus-level and should incorporate the advice and concerns of the advisory councils and campus personnel. Further budgetary actions should also, as time permits, routinely involve local input and an opportunity to examine needs and offer suggestions prior to final budget determination.

There currently exists a problem of identity within the system. There is need for a more cohesive community college structure, a structure responsive to the philosophy and mission of a community college. There is evidence of a resentment of the urban-rural split in the community colleges and in the varying manner in which they relate to the system and the Regents.

Recommendation 7: The community colleges should receive, through administrative structure, a centralized, coordinated intra-system identity. There should be a single administrative officer for community college coordination, and that officer should be a person understanding and reflecting the roles of community colleges. That administrative official should report directly to the Board of Regents or its chief executive officer.

The above-listed seven recommendations are made to the Board of Regents of the University of Alaska, and the Commission requests a report be submitted at the September, 1977 Commission meeting which indicates the Regents' actions with regard to these recommendations.

SECTION TWO

BACKGROUND MATERIALS FOR PUBLIC HEARINGS

STATE OF ALASKA
ALASKA COMMISSION ON POSTSECONDARY EDUCATION

JAY S. HAMMOND, GOVERNOR

907-465-2855
Pouch F — State Office Building
Juneau 99811

OPEN MEMORANDUM

FROM: ALASKA COMMISSION ON POSTSECONDARY EDUCATION

DATE: November 26, 1976

Attached is the background summary of the Commission's efforts in preparation for the public hearings on the community colleges in Alaska. It is hoped the described alternatives will serve as catalyst for discussion during the hearings.

Attachment

COMMUNITY COLLEGES IN ALASKA

Introduction

One of the major issues confronting postsecondary education in Alaska during the past few years has been the relationship of the State community colleges to the rest of the public system. There currently are ten community colleges in the State, all of which are branches of the University of Alaska and thereby governed by the Alaska Board of Regents, the board constitutionally charged with the governance of the University of Alaska. These ten colleges include:

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A team of consultants reporting to the Subcommittee on Higher Education of the Legislative Council recommended, prior to the 1976 legislative session, that "within a three year period the State community colleges be provided their own governing board." This was largely based upon the consultant's findings after studying the funding and support structure for community colleges within the University of Alaska system.

It is obvious that a time of decision has arrived for dealing with the matter of our State community colleges. The community college faculty organization has endorsed the concept of a separate system, while the University of Alaska Board of Regents and central administrative staff have taken a position in opposition to such action. Members of the State Legislature and the State Executive Department have already called upon the Alaska Commission on Postsecondary Education for guidance in this matter; however, during the last legislative session, the Commission, due to a lack of a comprehensive study, could take no position. Rather, the Commission's recommendation was that decisions upon the proposed Legislative changes be delayed until better inputs could be received.

The Commission then undertook the task of conducting a study of Alaska's community college structure. The study, in part funded by a Federal planning grant, had as its goal the identification of the community college structure determined to be most beneficial, both in the short and long term, for the citizens of Alaska. To

provide the inputs necessary to achieve this goal, the Commission outlined a plan which included the following tasks:

a. develop a summary of the present community college structure in Alaska;

b. review those community college administrative structures most commonly in use throughout the nation;

c. identify a set of alternative approaches for the governance of community colleges in Alaska; and

d. seek inputs, statewide, into which, if any, of the identified alternatives might best meet Alaska's postsecondary educational needs.

The results of the Commission's efforts to date are summarized in this report.

Alaska's Community Colleges

In Alaska, the community colleges are part of the University of Alaska. The chief administrative official of each community college is titled either director or dean and reports to either one of three chancellors or to the Vice President for Rural Educational Affairs, who in turn reports to the President of the University of Alaska, who reports to the Board of Regents for the University of Alaska. Additionally, each community college has a local advisory council to assure that community needs are being served.

Enrollments

The enrollment in Alaska's community colleges has been more than tripled in the last five years. This, of course, is largely due to the addition of new community colleges and the program maturation of existing institutions, but the fact remains that in 1975-76, community colleges accounted for 70% of the students enrolled for credit in the University of Alaska, and accounted for 59.4% of the student credit hours produced in the University. There were a large number of individuals enrolled in non-credit courses during 1975-76 in the community colleges also, but these were not included in the comparative figures.

This growth rate is reflected in Figures 1 and 2, and the individual institutional data are presented in Appendix A and Appendix B.

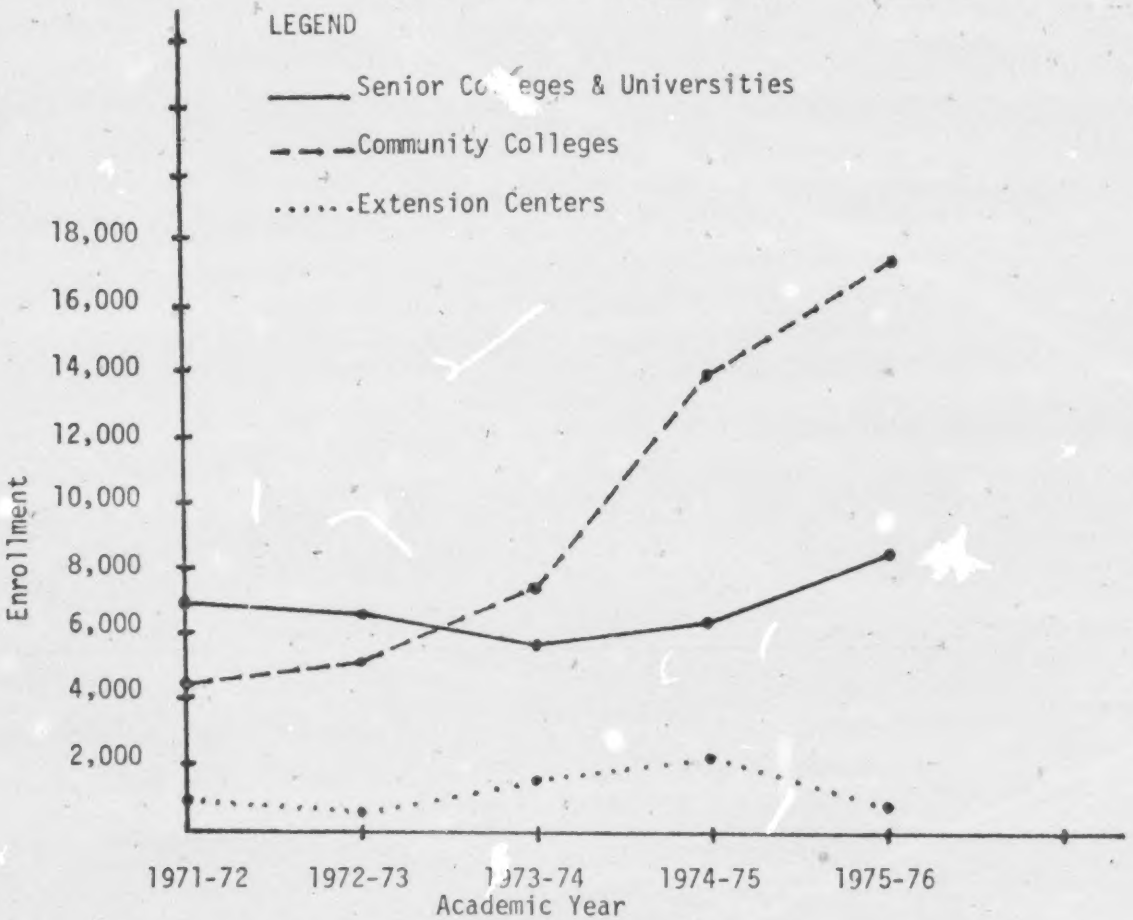


Figure 1
University of Alaska Headcount Enrollments
Peak Semester, 1971-72 through 1975-76

When the student credit hour production of the community colleges is converted to full-time equivalent students, a comparison can be made with the headcount enrollments. This comparison gives one an indication of the type of student being served (whether full-time or part-time). The full-time equivalent enrollment in Alaska's community colleges (presented in Appendix A) indicates that the community colleges are serving an increasing number of part-time students. In other words, the headcount enrollment is growing more rapidly than the full-time equivalent enrollment.

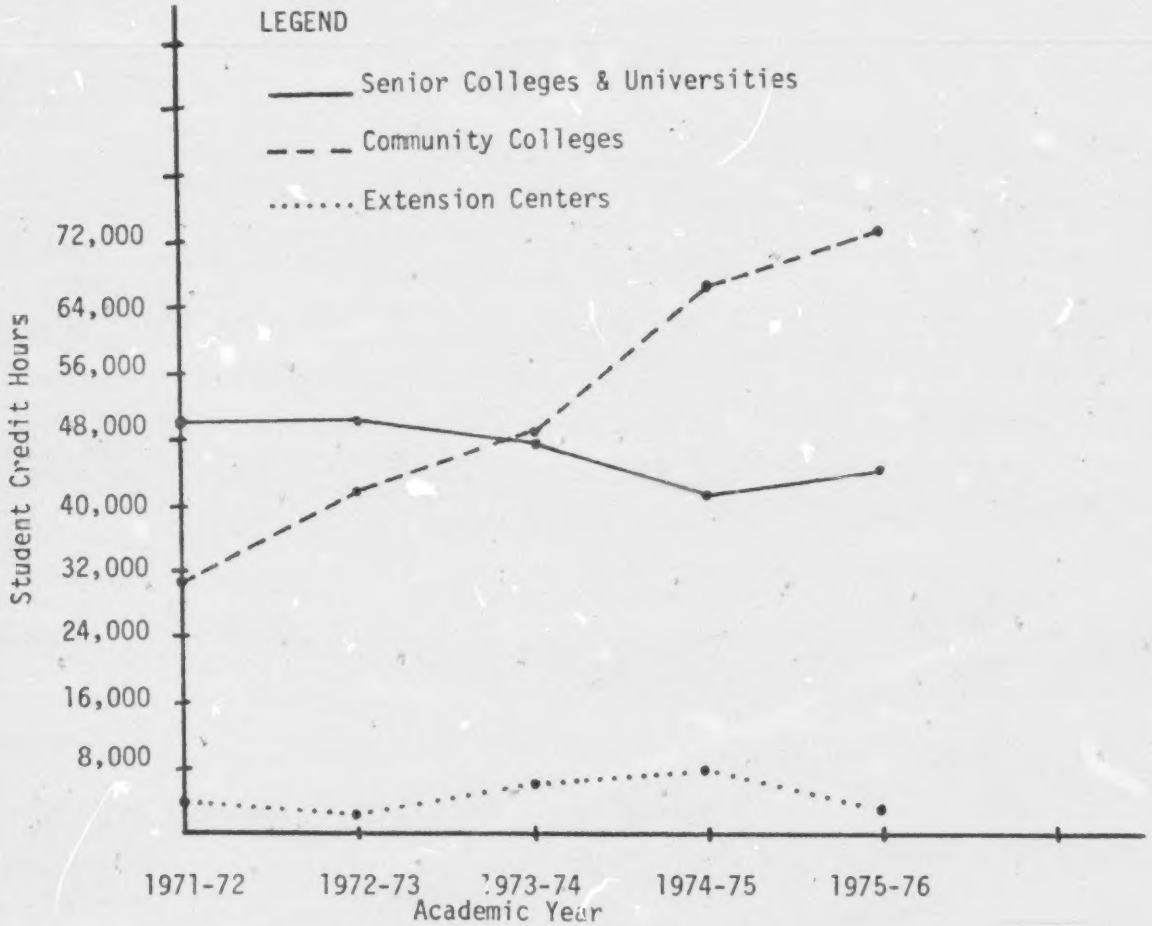


Figure 2
University of Alaska Student Credit Hour Production
Peak Semester, 1971-72 through 1975-76

Faculty and Staff

An accurate count of the number of faculty and staff assigned to each campus is unavailable at this time. A payroll listing for the University contains just over 3,300 individuals; however, many of these are not full-time employees. Of the 3,300 individuals listed, 600 are readily identifiable as serving in the State community colleges. Additionally, a large number of the individuals involved in program and administrative support at the statewide, Fairbanks, Anchorage and Southeast budgetary units should be included in any consideration of the total manpower effort directed at the community colleges. Unfortunately, such a detailed breakdown is not presently obtainable.

Facilities

All of the existing facilities and lands of the University are under title to the University of Alaska. Hence, all community college buildings and property are legally owned by the Board of Regents of the University of Alaska. This is an important point and is one to which reference will be made in consideration of alternative structures.

Finances

The community colleges are funded, as is the entire University, through annual direct appropriation from the State. The actual State requirements may be lessened through grants, gifts, collections, etc.; however, the State is the principal funding source, supplying 55.6% of the operating budget for the University. The percentage of State support is appreciably higher for the community college operations than for the University as a whole.

The total operating budget for the University for the current year is $93,708,500, of which $52,100,000 is actual State expense. In an attempt to gain some insight into the distribution of these funds to the various campus sites, an analysis was made of the operating budget request for the current year. Since the actual operating budget differs from the requested budget, the analysis in Table 1 is presented in budgetary percentages rather than dollar amounts.

TABLE 1
Percentage Distribution of FY Operating Budget Request for University of Alaska

Budget Component	Percentage of Total	Sub Component	Percentage of Total
Statewide Administration	7.6		
Organized Research	27.5		
Fairbanks Campus	30.3		
		Tanana Valley C.C.	1.7
Southeastern Region	4.9		
		Juneau-Douglas C.C.	1.1
		Ketchikan C.C.	0.7
		Sitka C.C.	0.5
Southcentral Region	22.5		
		Anchorage C.C.	8.4
		Matanuska-Susitna C.C.	0.7
Rural Education	7.2		
		Kodiak C.C.	0.9
		Kenai Peninsula C.C.	0.8
		Kuskokwim C.C.	2.4
		Northwestern C.C.	0.4
TOTAL:	100%		17.6%

It should be noted that the budgetary estimates for the various community colleges do not represent all of the funding effort supporting those institutions. A portion of those funds identified as system-wide or as region administrative expense should also be assigned to the community colleges. The exact distribution of such support is undetermined at present.

System Support

That the community colleges receive administrative and instructional support from other divisions of the University of Alaska can not be debated. However, what these services are and what realistic expense can be attached to them is still an unanswered question. In order to provide an idea of what is actually involved this Fall, the University administration conducted a survey of these support services. The survey, although not complete, does have implications important to consideration of alternative structures.

A summary of the survey results is presented in Table 2. As can be seen, the services vary greatly from institution to institution. It would appear that Tanana Valley receives more support services than does any other individual college. One might surmise that the community college supplying the most of its own services would be Anchorage Community College; however, the University's survey did not address Anchorage Community College as a separate institution. Rather, the University of Alaska at Anchorage (including Anchorage Community College, Anchorage Senior College, and the Chancellor's Office) was presented as a single entity providing services to other institutions.

The services provided by the central statewide administration were not included in the survey results released to date. These will probably be presented at a future date. Such services should include: legal counsel, budgetary coordination, some grant coordination and management, personnel and collective bargaining support, etc.

TABLE 2
Support Services to Community Colleges

Community College	Service Received	Servicing Agency
1. Tanana Valley C.C.	Business Support: payroll, accounting, purchasing, billing, inventory control. Personnel Support: contract control, personnel record management; benefits coordination. Facility Support: facility maintenance, security, fire protection, student housing, facility sharing, room scheduling. Student Support: admissions and records, V.A. reporting, financial aids accounting and packaging, student health services, graduation and transcript processing.	Univ. of Alaska-Fairbanks

TABLE 2 (continued)

Community College	Service Received	Servicing Agency
	Other Support: library services, copying, bookstore, equipment sharing, vehicle services.	
2. Northwestern C.C.	No information.	
3. Matanuska-Susitna C.C.	Business Support: purchasing, some billing, inventory control, some accounting. Personnel Support: personnel record management. Student Support: records control, supply admissions materials, supply class lists, grade cards, diplomas, etc., financial aid accounting. Other Support: vehicle services, bookstore, purchasing and records, library coordination.	Univ. of Alaska-Anch.
4. Kodiak C.C.	Business Support: some purchasing coordination, some inventory control. Personnel Support: personnel record management. Student Support: records control, supply admissions materials, supply class lists, grade cards, diplomas, etc., financial aid accounting.	Univ. of Alaska-Anch.
5. Kenai Peninsula C.C.	Business Support: some purchasing coordination. Personnel Support: personnel record management. Student Support: records control, supply admissions materials, supply class lists, grade cards, diplomas, etc., financial aid accounting.	Univ. of Alaska-Anch.
6. Kuskokwim C.C.	Business Support: some purchasing coordination, some inventory control. Personnel Support: personnel record management. Student Support: records control, supply admissions materials, supply class lists, grade cards, diplomas, etc., financial aid accounting. Other: vehicle service	Univ. of Alaska-Anch.

TABLE 2 (continued)

Community College	Service Received	Servicing Agency
7. Juneau-Douglas C.C. 8. Ketchikan C.C. 9. Sitka C.C.	Business Support: payroll, accounting, purchasing, billing, inventory control. Personnel Support: contract control, personnel record management, benefits coordination, position classification. Facility Support: planning and construction coordination, mail services, property management. Student Support: admissions and records, V.A. reporting, financial aid accounting and packaging.	Univ. of Alaska-Southeast

In addition to those services listed in the above table, most community colleges receive benefit of library and curriculum consultation, some student advisement, and testing services, and some facility sharing.

Community Colleges in Other States

In reviewing the postsecondary educational structures of the fifty states, one finds a great deal of diversity. Clearly, there is no single pattern for governance or coordination for state systems. In examining the relationship of community colleges within these variant systems, the patterns become even more complicated--in part due to the local funding and support which community colleges receive in many states. However, in an attempt to categorize the structures into a few general classifications, the state structures will be examined as to whether or not one of the following six descriptors is appropriate:

1. No community colleges.
2. Community colleges are exclusively part of a public university.
3. Community college governance or coordination exist separate from the public higher education governing or coordinating board or commission.
4. Community college governance or coordination is included under the aegis of the state postsecondary education governing or coordinating board or commission.
5. Community college governance or coordination is included under the aegis of the state educational board or commission (encompassing all education).
6. Community college governance or coordination is divided between agencies.

No community colleges. Only two states, Indiana and South Dakota, have no community colleges.

Community colleges exclusively part of university. Four states are structured such that the public community colleges are exclusively part of a public university. (Alaska, Hawaii, Kentucky, and Nevada.) In Kentucky there are a number of governing boards for the four-year institutions, but the community colleges are all part of the University of Kentucky.

Community colleges separate from higher education board. In eight states the community college governance or coordination exists separate from the public higher education governing or coordination board or commission. (Arizona, Delaware, Iowa, Kansas, Mississippi, Nebraska, North Carolina, and Vermont.) Four of these states: Iowa, Kansas, Mississippi, and North Carolina; have established the community college governance or coordination as being a function of the state department of education.

Community colleges under postsecondary board. The most common structure is to assign responsibility for community college governance or coordination to the state postsecondary education governing or coordinating board or commission. Twenty-seven states have adopted this approach. (Alabama, Arkansas, California, Colorado, Connecticut, Georgia, Illinois, Louisiana, Maryland, Massachusetts, Minnesota, Missouri, Montana, New Jersey, New Mexico, New York, North Dakota, Ohio, Oklahoma, Oregon, Tennessee, Texas, Utah, Virginia, Washington, West Virginia, and Wyoming.) In many of these cases, there are multiple layers of boards involved, as well as combinations of community college types, i.e., university branches, separate institutions, community college systems, etc.

Community colleges under all-encompassing educational agency. In five states with community colleges there is one board designated as having responsibility for all public education, K-12, Vo-tech, and postsecondary. (Florida, Idaho, Michigan, Pennsylvania, and Rhode Island.)

Community college structure is divided. The community college structure is divided between two agencies in four of the states. (Maine, New Hampshire, South Carolina, and Wisconsin.)

Appendix C contains rough graphic presentations of the community college statewide structure in each of the fifty states. A number of states, in fact a majority of states, have some type of local board governance. This structure was not included in the representations or the discussions presented here, since the immediate concern is for statewide inputs and design.

By way of comparison, it appears that the state which has a structure most similar to that of Alaska is Hawaii. Under the Hawaii system the community colleges are administered by provosts, while the four-year campuses are administered by chancellors. All institutions are under the umbrella of the University of Hawaii system, with the President of the system as the chief administrative official. The Kentucky system also contains some similarities to the Alaskan system except that there are a number of governing boards for the state's four-year institutions. All of these boards are then coordinated by the State Council for Public Higher Education. The similarity lies in the fact that all of the community colleges are under the aegis of one of the public universities, i.e., the University of Kentucky. Under the University of Kentucky system, the main campus is headed by a president, who has as one of his vice presidents, a vice president for the community college system. The state community colleges are headed by directors who then report to the central vice president.

Alternatives for Alaska

In discussing or considering alternate governance structures for Alaska's community colleges, it seems appropriate that one ask why alternatives might even be warranted. It is not enough to simply rely on the findings of one report written by out-of-state consultants. It is not enough to simply rely on obvious disenchantment by certain faculty or administrative groups or certain Legislative representatives. Rather, one must examine the basis for these events, and one must not ignore the fact that they have all indeed taken place within the last eighteen months.

During hearings of the 1976 Legislature, witnesses testified that community colleges reflect, or should reflect, a philosophy which is unique within the postsecondary educational community. This philosophy will at times compliment and coincide with the philosophy of a state college or university, but at other times, the philosophies and purposes of the differing institutional types will not coincide, and in fact, may differ appreciably. Can one administrative structure serve and reflect the varying missions? Can one governing board become intimately cognizant of the necessary policies demanded by institutions providing different services and addressing the needs of different clientele? Do the curricular and budgetary decisions presently being made accurately reflect the diversity of purpose of these systems within a system?

These questions must be addressed. And they must be addressed within an educational, political, and economic context that considers not only Alaska today, but Alaska five, ten, even twenty years from today. That the system will expand to serve more and more Alaskans in an increasing number of academic and non-academic (or para-academic) fields can not be disputed. The State's projected population growth is for an increase of 50,000 persons within the next three-to-four years, and an increase of over 70% by 1990. If the University enrollment projections (as published in the Academic Development Plan) are correct, there will be over 27,000 students enrolled in public postsecondary education by 1980, and over 42,000 enrolled by 1990.

If system problems are the result of small enrollments and small institutions with limited offerings, then simply waiting may solve some ills. If, however, system problems are the result of governance and administrative structure, then it may be appropriate to address them now, before continued growth compounds and complicates the matter further.

To assist the Commission in the analysis and evaluation of these issues, it is necessary to seek inputs from all interested persons as to what may or may not be beneficial for Alaska. For this reason, seven alternatives have been identified. These alternatives are offered as being representative of possible approaches to community college governance in Alaska. The seven are certainly not all inclusive--they are not meant to be. Rather, it is hoped that through open examination and consideration of these alternatives, the Commission may be guided to the identification of the community college structure which appears most beneficial for our state now and in the future.

Alternative One (No change)

Continue the present organizational structure. Under the present structure, the rural community colleges are administratively responsible to the Vice President for Rural Educational Affairs, the urban community colleges are responsible to the respective urban Chancellors, and all are responsible to the President of the system.

Alternative Two (Urban - Rural, CSHB 144)

Maintain the rural community college structure and initiate a similar arrangement for the urban community colleges, that is, establish a Vice President for Urban Community Colleges to whom the urban community college administrators would be responsible. These two vice presidents (rural and urban) would then be responsible to the President.

Sub-Alternative Two. Provide for the two vice presidents responsible for community colleges (rural and urban) to report directly to the Board of Regents rather than to the President.

Alternative Three (Regionalize)

Re-establish the three basic regions of the University of Alaska system and place the administrative responsibilities of the community colleges with the respective Chancellor from each region.

Alternative Four (Combined Structure)

Establish a single administrative position, either a Chancellor or Vice President, to whom all community colleges would be responsible, both rural and urban. This administrative official would then be responsible to the President.

Sub-Alternative Four. Provide for the single community college coordinative official to report directly to the Board of Regents.

Alternative Five (Separate System, SB 658)

Establish a separate governance structure for the community colleges, that is, remove the community colleges from the University of Alaska system and establish a state community college system. The community colleges would then be responsible to a Board of Governors for community colleges, and the senior colleges and university would be responsible to the President of the University of Alaska who would remain responsible to the Board of Regents.

Alternative Six

Separate the community colleges from the university system and place them in their respective elementary-secondary school district jurisdiction. The chief administrative official of each community college would then be responsible to the local superintendent.

Alternative Seven (Revised Systems)

Revise the university delivery structure as well as the community college structure. Specifically, create a four-year, plus graduate, institution in Juneau and Anchorage and establish a separate governance structure for the community colleges. Thus, the University of Alaska system would be comprised of three comprehensive four-year plus graduate institutions, and a community college system including all of the existing community colleges, with the exceptions of Juneau-Douglas (which would be combined with Southeast Senior College to establish the four-year institution) and some variation in Anchorage (some of the Anchorage program would be changed to accommodate the four-year institution).

Sub-Alternative Seven (a). The community college system, as well as each of the three four-year institutions, could be administered by a Chancellor responsible to the President of the State system.

Sub-Alternative Seven (b). The community college system and each four-year institution could be administered by a President (or Chancellor) responsible directly to the Board of Regents.

Considerations

In evaluating the alternative structures, a few points should be remembered. These include:

1. The Board of Regents is the constitutionally established governing board for the University of Alaska.

2. The University of Alaska is established constitutionally as the State University.

3. The regents (again constitutionally) appoint the President of the University, and the President is the executive officer of the Board.

4. The actual costs of operating any of the above-stated alternatives is undetermined. Conflicting testimony offered during the 1976 Legislature indicated that two separate systems (Alternative Five) would be both more expensive and not more expensive. Since a realignment of current personnel (particularly administrative and support staff) would be necessary under many of the alternatives, the final fiscal impact is still questionable.

APPENDIX A

Headcount and Full-Time Equivalent
Enrollments in the University of Alaska
(Peak Semester, 1971-72 Through 1975-76)

TABLE 3
Headcount and Full-Time Equivalent
Enrollments in the University of Alaska
(Peak Semester, 1971-72 Through 1975-76)

Institution	1971-72		1972-73		1973-74		1974-75		1975-76	
	Head-Count	FTE*	Head-Count	FTE*	Head-Count	FTE*	Head-Count	FTE*	Head-Count	FTE*
U. of A. Fairbanks	3,385	2,314	3,607	2,617	2,928	2,237	3,579	1,959	4,482	1,922
Tanana Valley C.C.	-	-	-	-	-	-	3,087	294	4,244	412
Anchorage Senior College	3,500	793	3,300	709	2,502	896	2,173	751	2,421	829
Anchorage C.C.	3,228	1,734	4,223	2,445	5,555	2,722	6,474	2,987	7,219	3,038
Matanuska-Susitna C.C.	120	39	138	54	201	68	529	115	524	116
Southeastern Senior College	233	47	212	51	479	107	613	119	1,189	198
Juneau-Douglas C.C.	203	99	258	98	370	120	935	212	1,088	248
Ketchikan C.C.	133	50	237	56	154	55	643	94	836	112
Sitka C.C.	65	22	135	26	111	24	332	50	468	67
Kenai Peninsula C.C.	134	82	297	49	298	173	529	138	979	251
Kodiak C.C.	252	47	233	40	376	79	782	201	685	138
Kuskokwim C.C.	-	-	90	42	417	124	685	218	669	240
Northwestern C.C.	-	-	-						133	33
Extension Centers	1,185	209	874	161	1,451	320	2,204	414	994	234
TOTAL:	12,438	5,636	13,604	6,348	14,842	6,925	22,565	7,552	25,931	7,838
Community Colleges	4,135	2,073	5,611	2,810	7,482	3,365	13,996	4,309	16,845	4,655
Extension Centers	1,185	209	874	161	1,451	320	2,204	414	994	234
University and Senior Colleges	7,118	3,354	7,119	3,377	5,909	3,240	365	2,829	8,092	2,949

*FTE for University of Alaska at Fairbanks, Anchorage Senior College and Southeastern Senior College are understated due to lack of student level data.

APPENDIX B

Student Credit Hour Production
in University of Alaska
(Peak Semester, 1971-72 Through 1975-76)

Student Credit Hour Production
in University of Alaska
(Peak Semester, 1971-72 Through 1975-76)

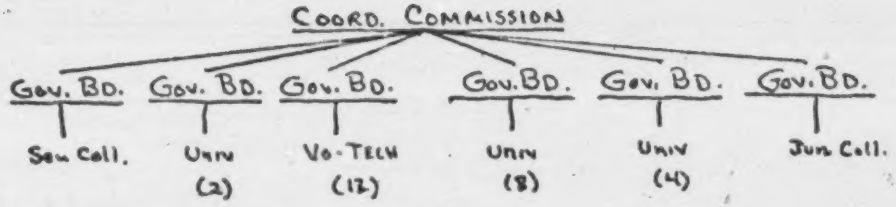
Institution	1971-72	1972-73	1973-74	1974-75	1975-76
University of Alaska Fairbanks	37,716	39,251	33,551	29,381	28,824
Tanana Valley C.C.	-	-	-	4,411	6,176
Anchorage Senior College	11,896	10,628	13,442	11,270	12,438
Anchorage C.C.	26,021	36,673	40,836	44,808	45,564
Matanuska-Susitna C.C.	584	815	1,016	1,724	1,739
Southeastern Senior College	699	769	1,606	1,789	2,966
Juneau-Douglas C.C.	1,482	1,465	1,800	3,180	3,723
Ketchikan C.C.	749	835	825	1,407	1,686
Sitka C.C.	330	390	360	757	1,004
Kenai Peninsula C.C.	1,225	734	2,592	2,068	3,764
Kodiak C.C.	700	596	1,185	3,013	2,070
Kuskokwim C.C.	-	633	1,860	3,273	3,607
Northwestern C.C.	-	-	-	-	489
Extension Centers	3,132	2,415	4,794	6,216	3,508
TOTAL:	84,534	95,204	103,867	113,297	117,558
Community Colleges	31,091	42,141	50,474	64,641	69,822
Extension Centers	3,132	2,415	4,794	6,216	3,508
University and Senior Colleges	50,311	50,648	48,599	42,440	44,228

APPENDIX C

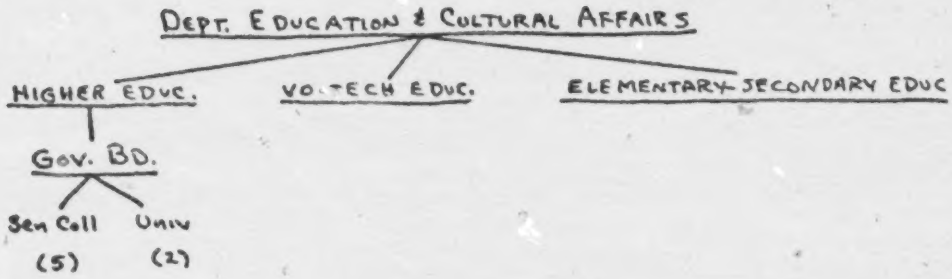
State-Level Community College
Governance Structures in
The Fifty States

No Community Colleges (2)

Indiana

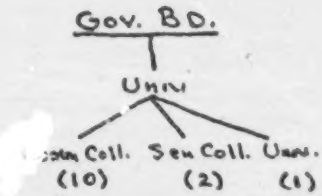


South Dakota

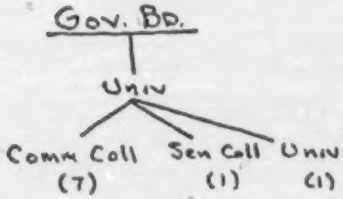


Community Colleges Part of University (4)

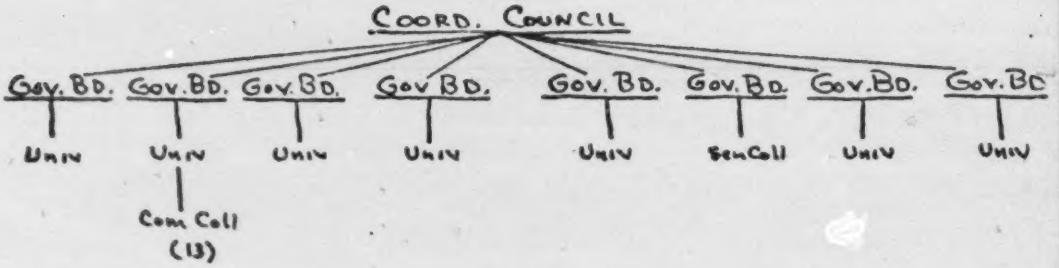
Alaska



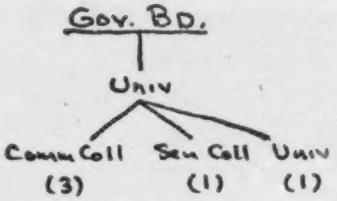
Hawaii



KENTUCKY



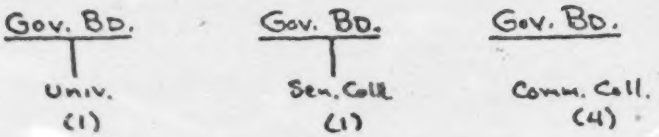
NEVADA



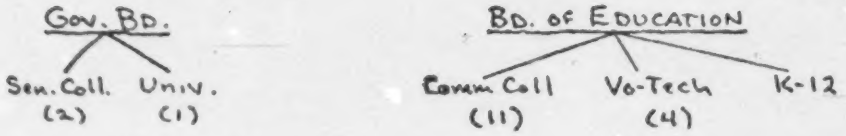
COMMUNITY COLLEGES SEPARATE FROM HIGHER EDUCATION BOARD (8)

ARIZONA

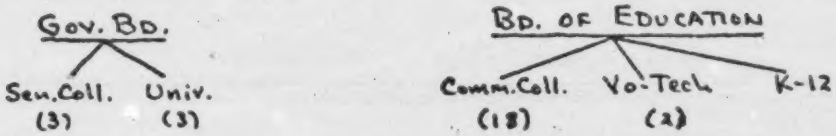
DELEWARE



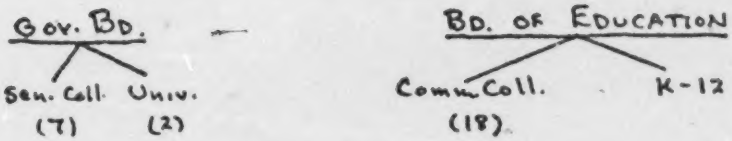
IOWA



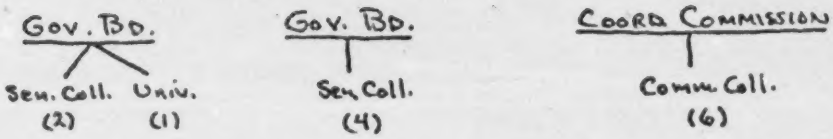
KANSAS



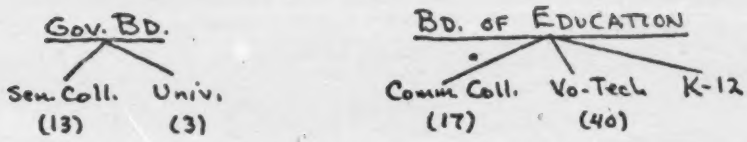
MISSISSIPPI



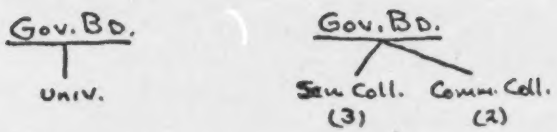
NEBRASKA



NORTH CAROLINA

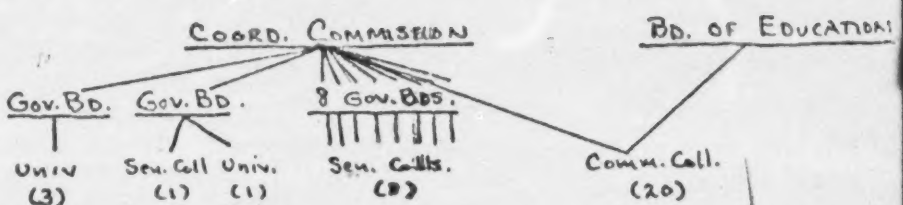


VERMONT

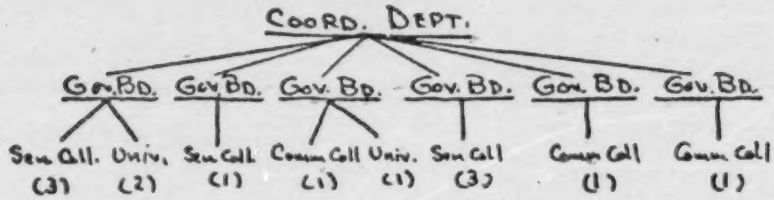


COMMUNITY COLLEGES UNDER POSTSECONDARY BOARD (27)

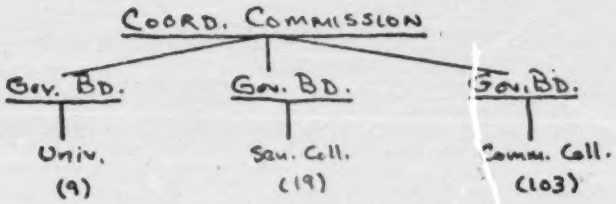
ALABAMA



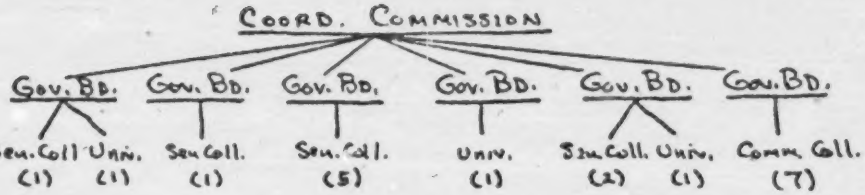
ARKANSAS



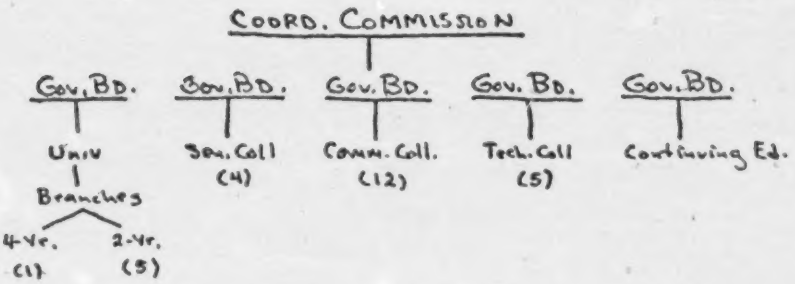
CALIFORNIA



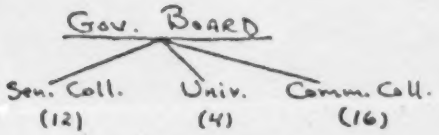
COLORADO



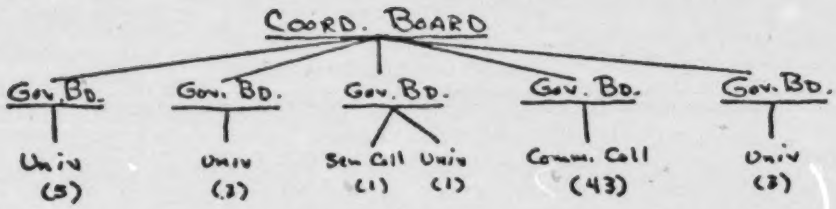
CONNECTICUT



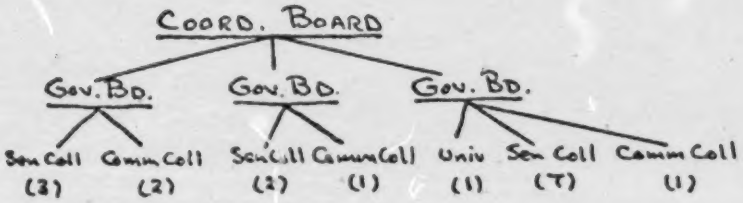
GEORGIA



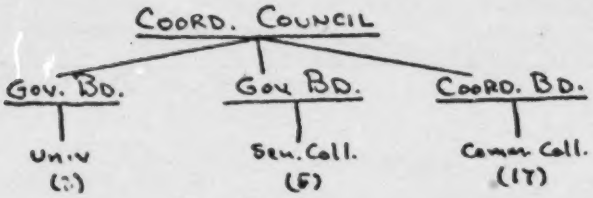
ILLINOIS



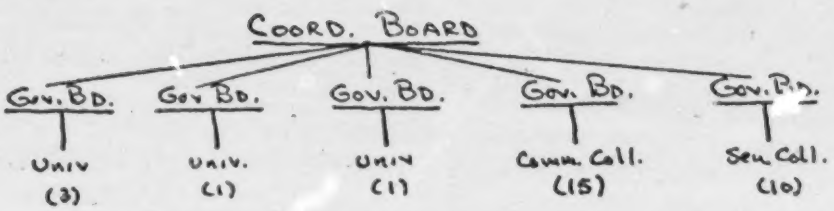
LOUISIANA



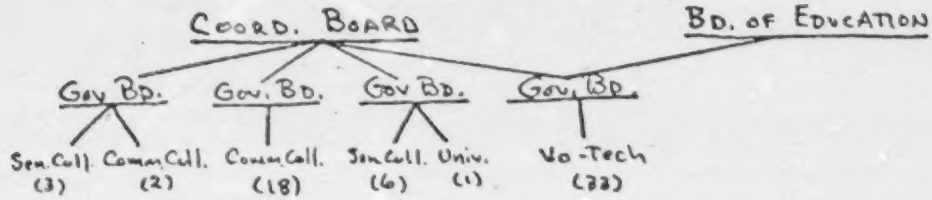
MARYLAND



MASSACHUSETTS

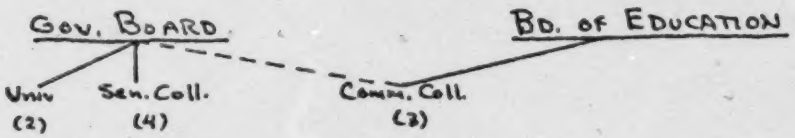


MINNESOTA



MISSOURI

MONTANA



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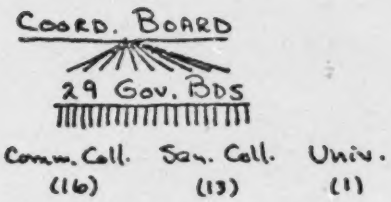
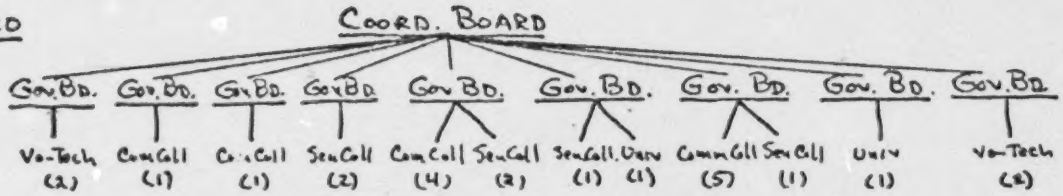
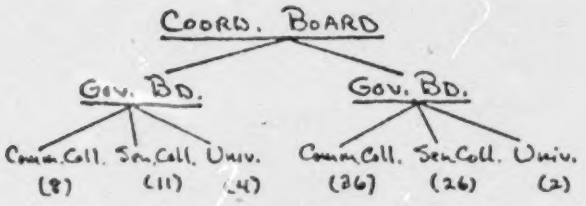


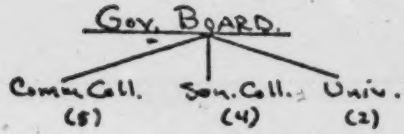
NEW MEXICO



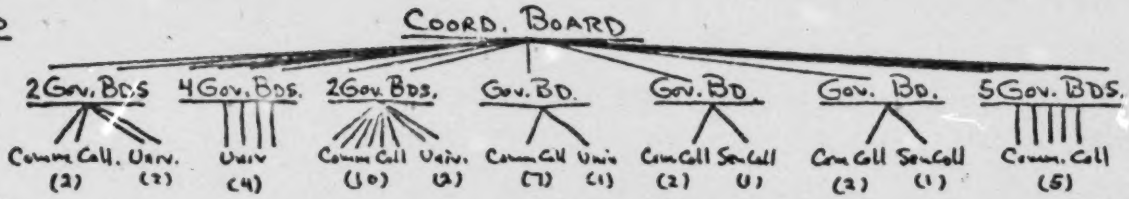
NEW YORK



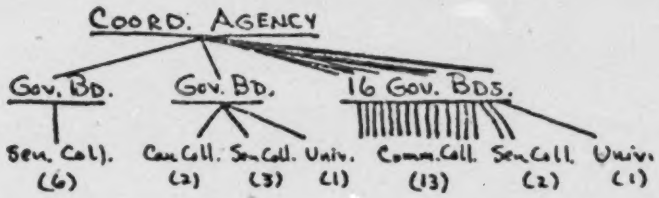
NORTH DAKOTA



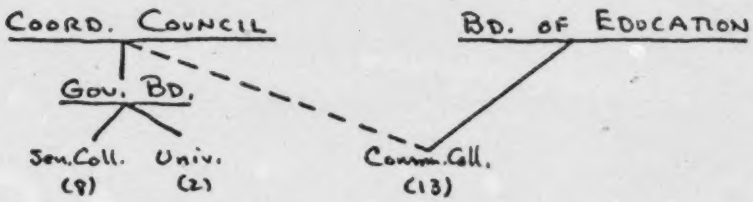
OHIO



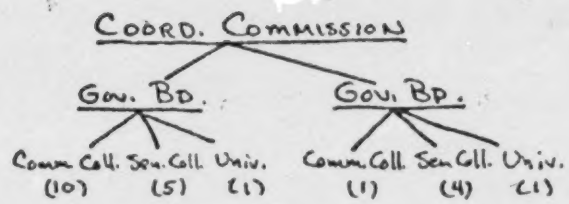
OKLAHOMA



OREGON

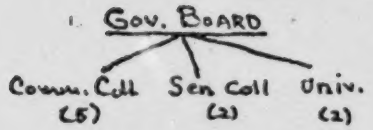


TENNESSEE

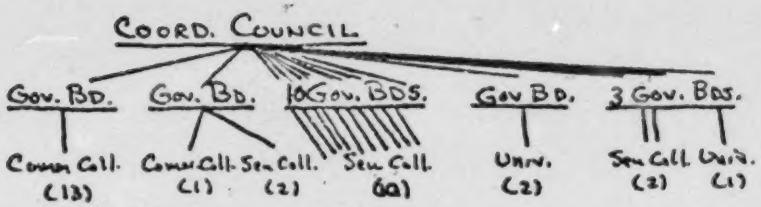


TEXAS

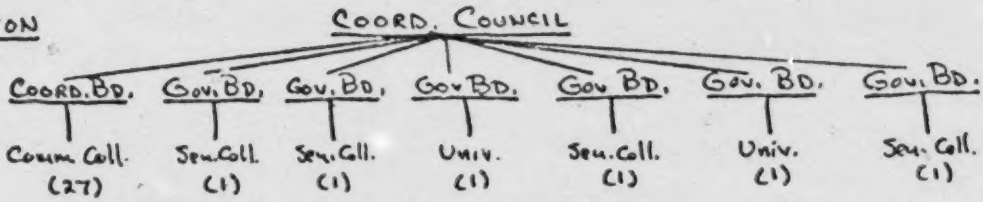
UTAH



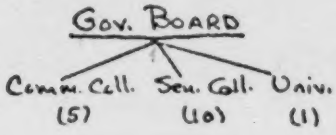
VIRGINIA



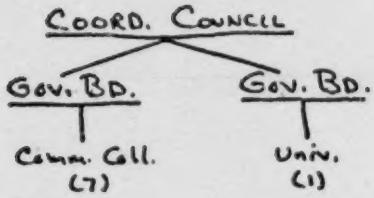
WASHINGTON



WEST VIRGINIA

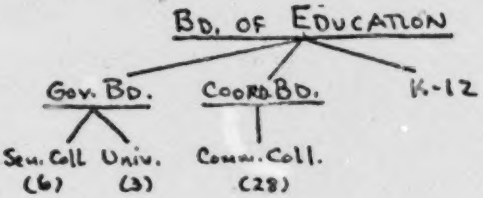


WYOMING

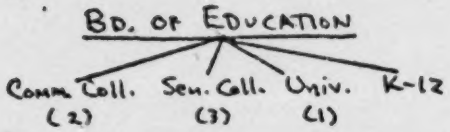


COMMUNITY COLLEGES UNDER ALL-ENCOMPASSING EDUCATIONAL AGENCY (5)

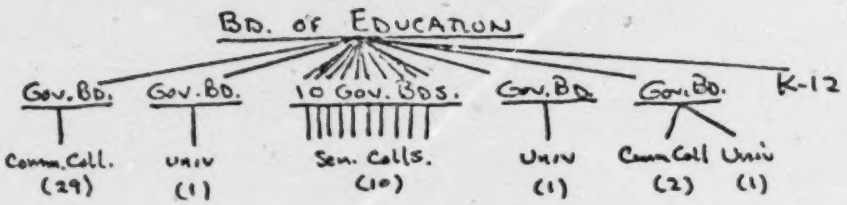
FLORIDA



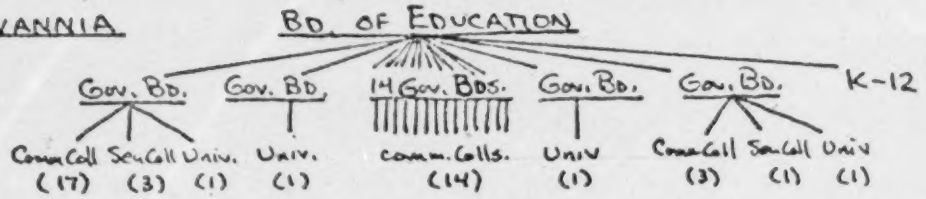
IDAHO



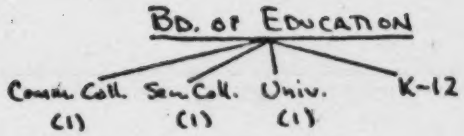
MICHIGAN



PENNSYLVANNIA

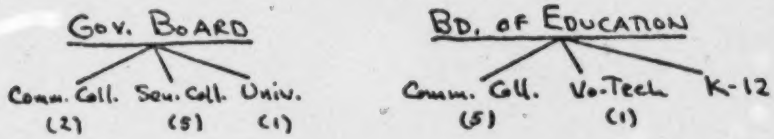


RHODE ISLAND

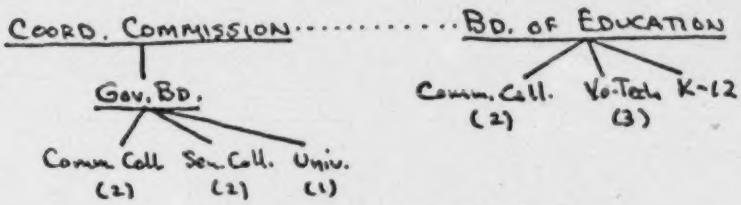


COMMUNITY COLLEGE STRUCTURE IS DIVIDED (4)

MAINE



NEW HAMPSHIRE



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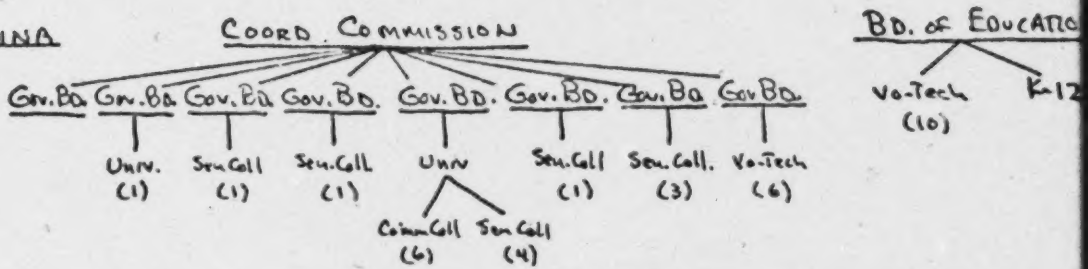


WISCONSIN

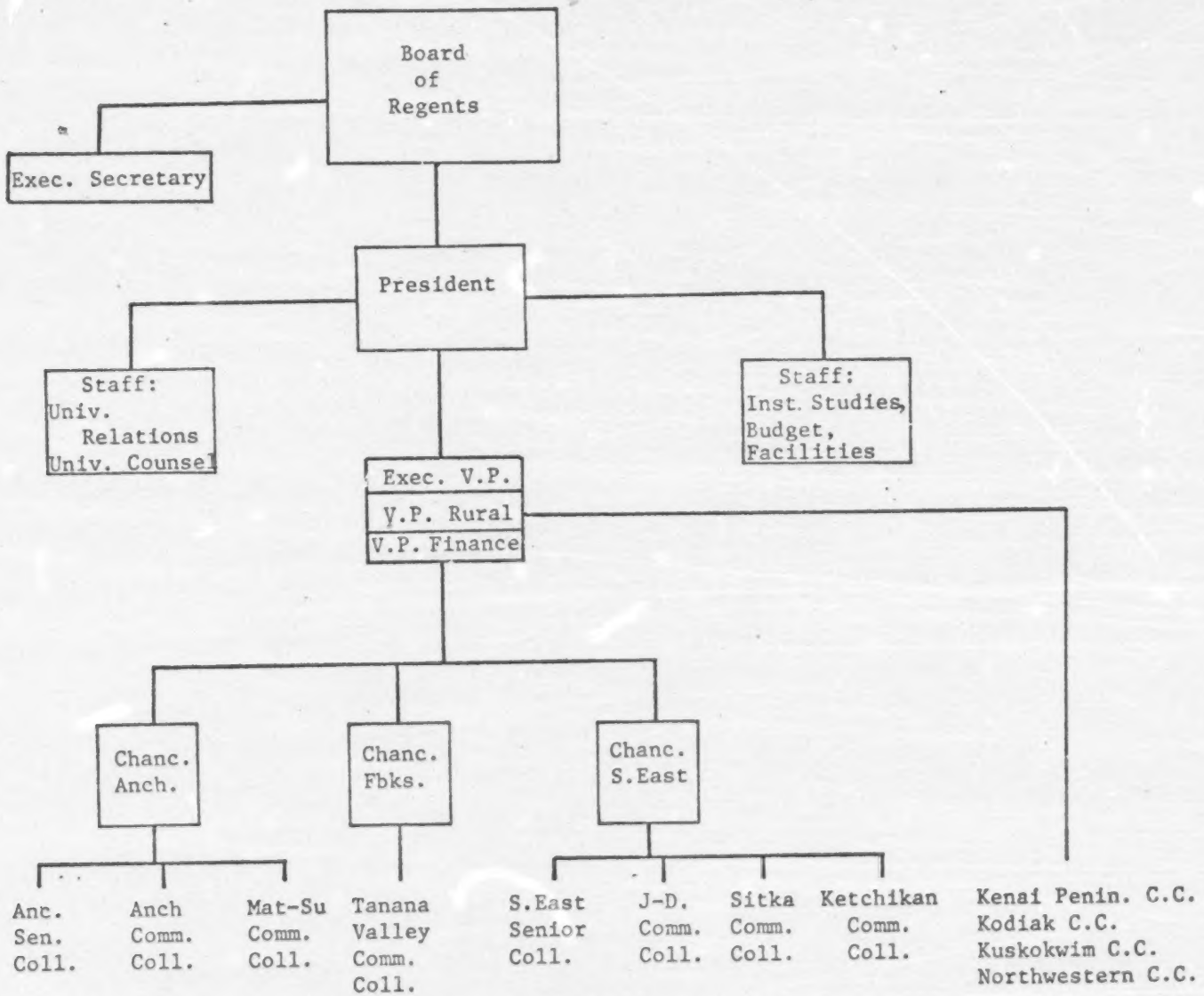
SECTION THREE

GRAPHIC REPRESENTATIONS OF ALTERNATIVE GOVERNANCE STRUCTURES FOR COMMUNITY COLLEGES IN ALASKA

GRAPHIC REPRESENTATIONS OF ALTERNATIVE GOVERNANCE STRUCTURES FOR COMMUNITY COLLEGES IN ALASKA

Alaska Commission on Postsecondary Education
Pouch F
Juneau, Alaska 99811

Alternative One



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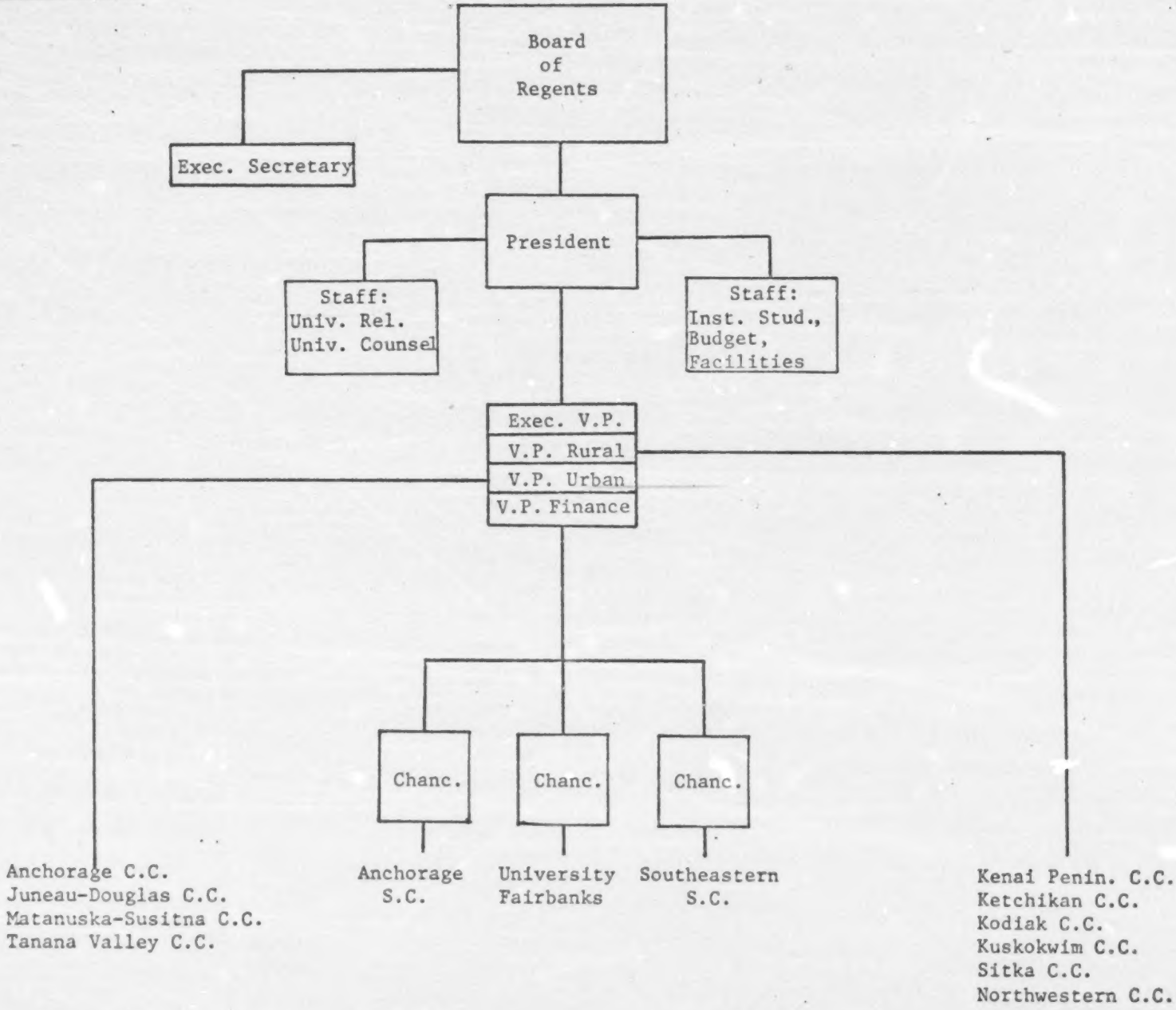

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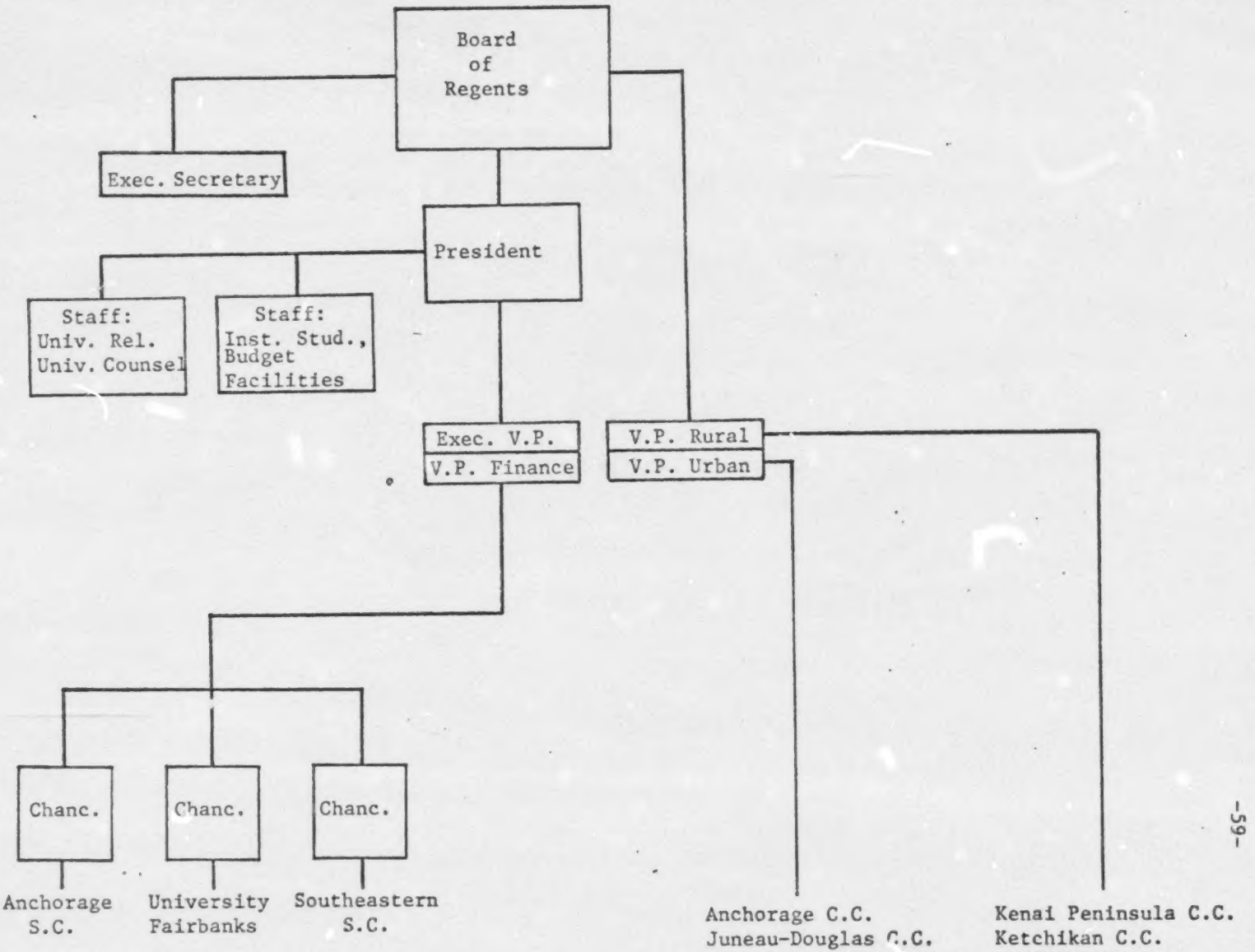

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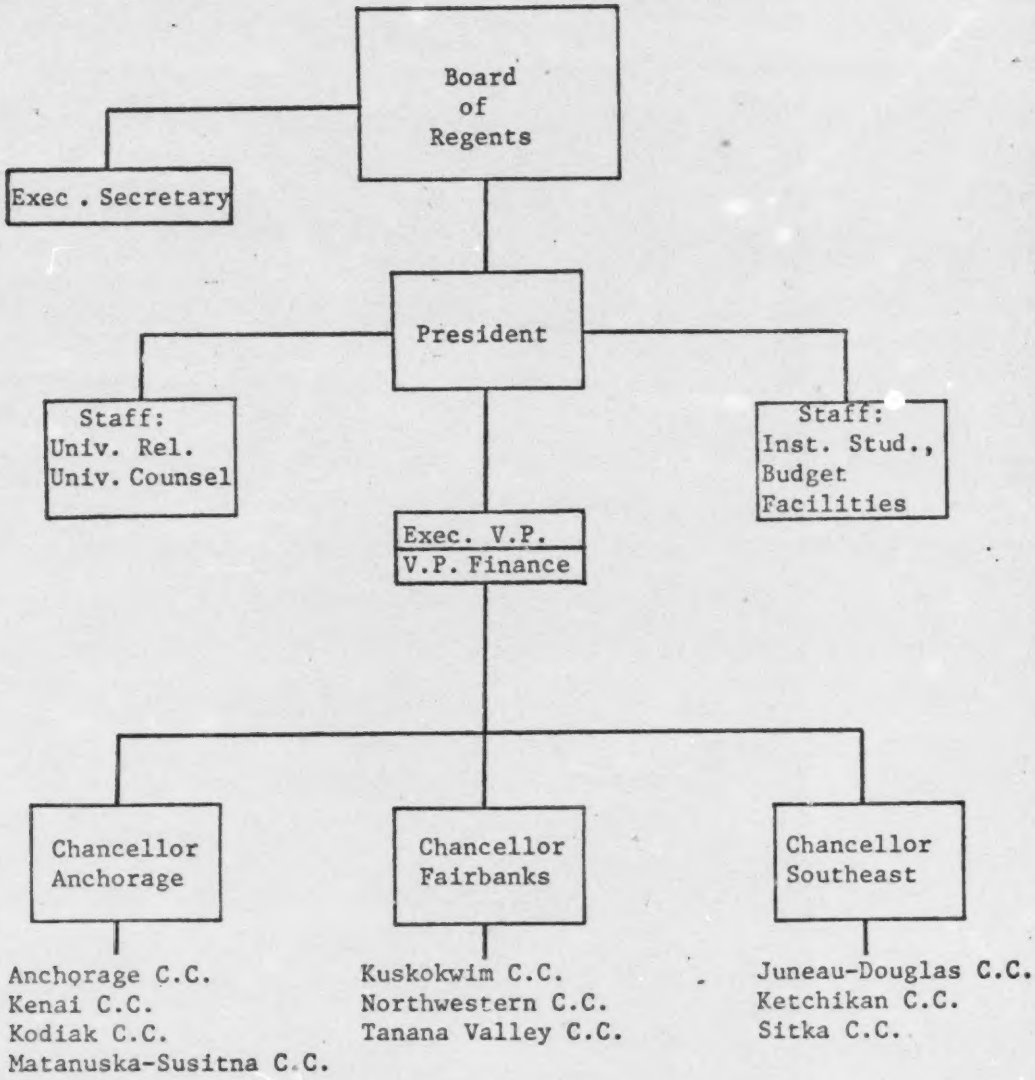

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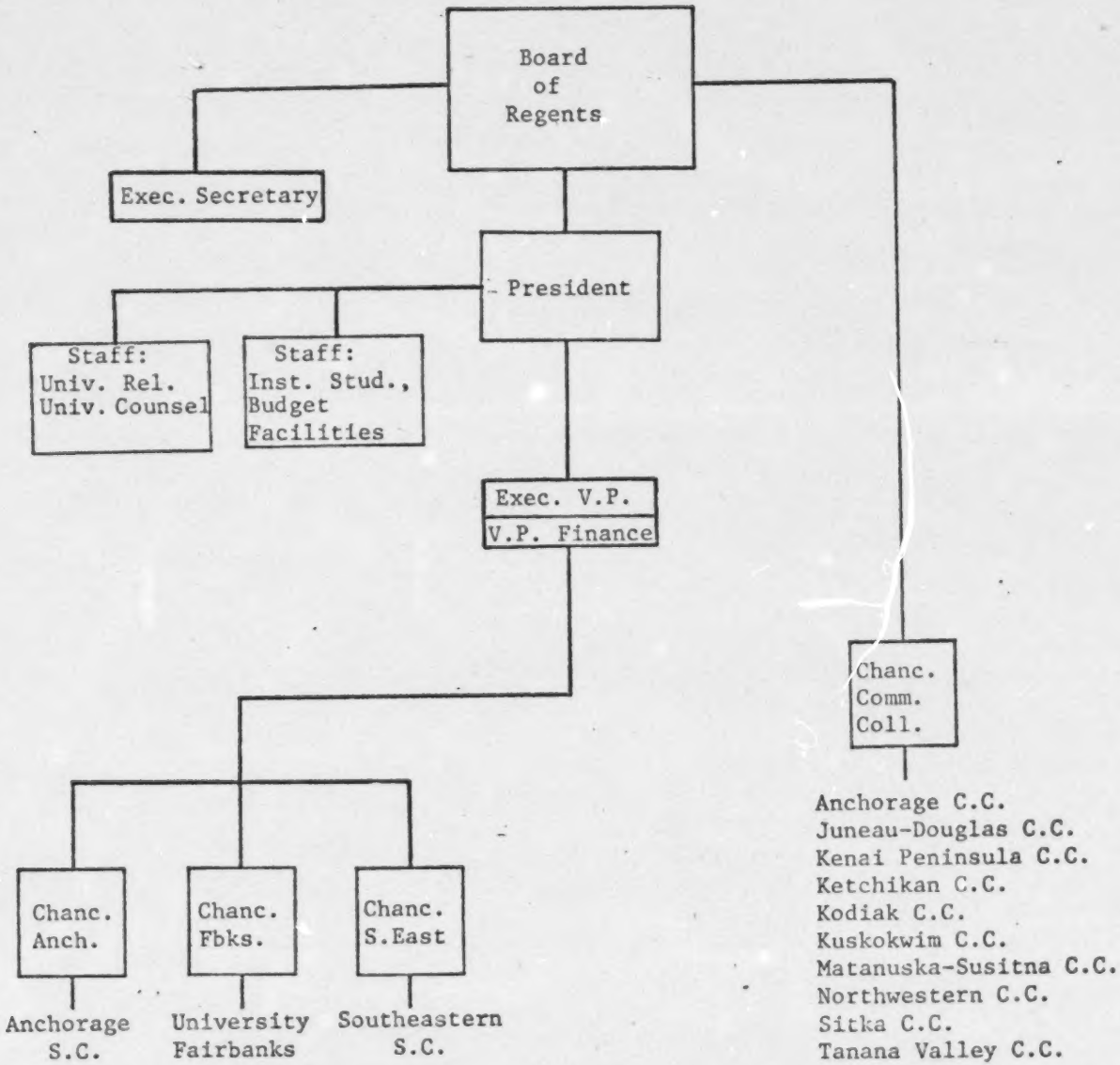

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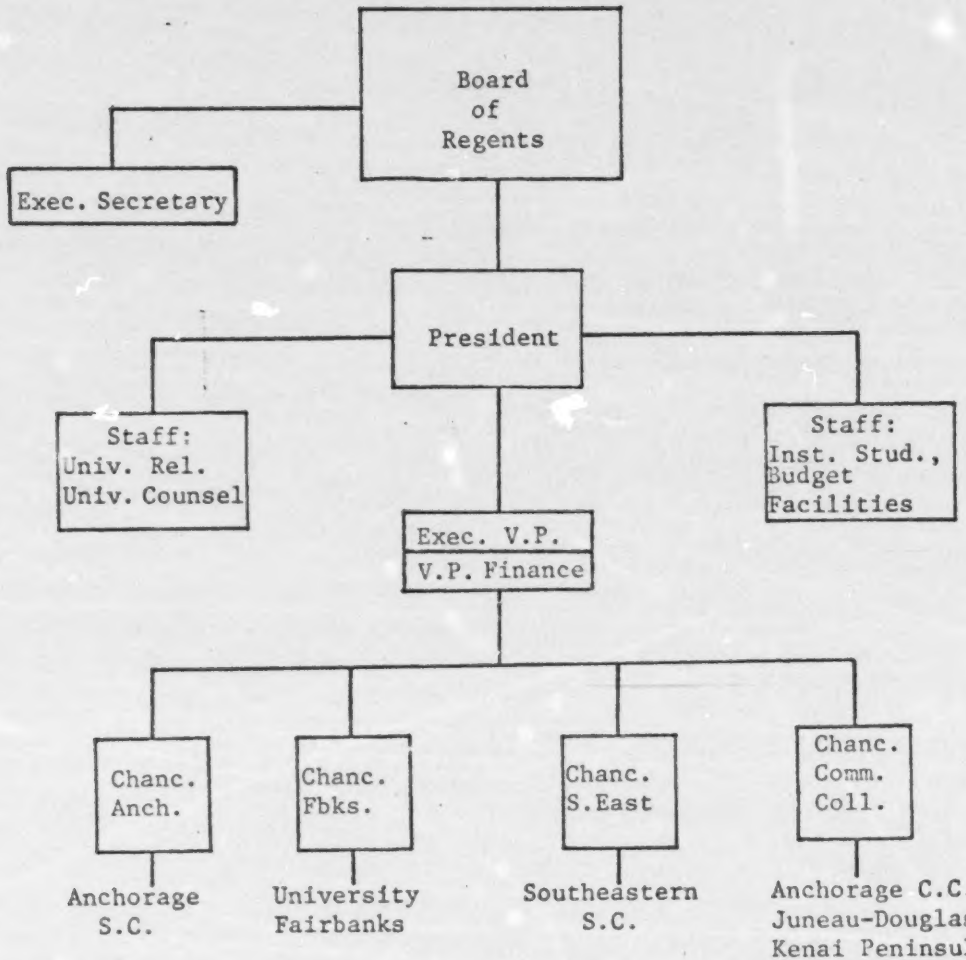

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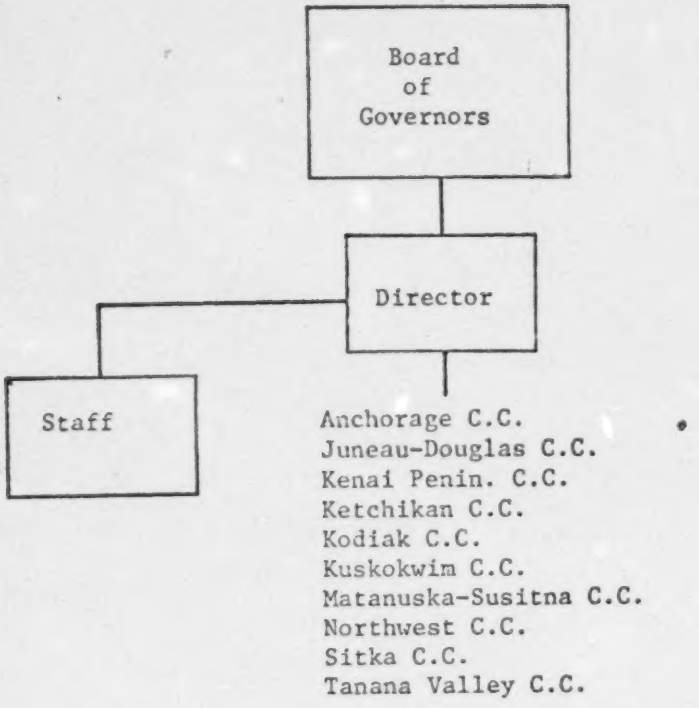

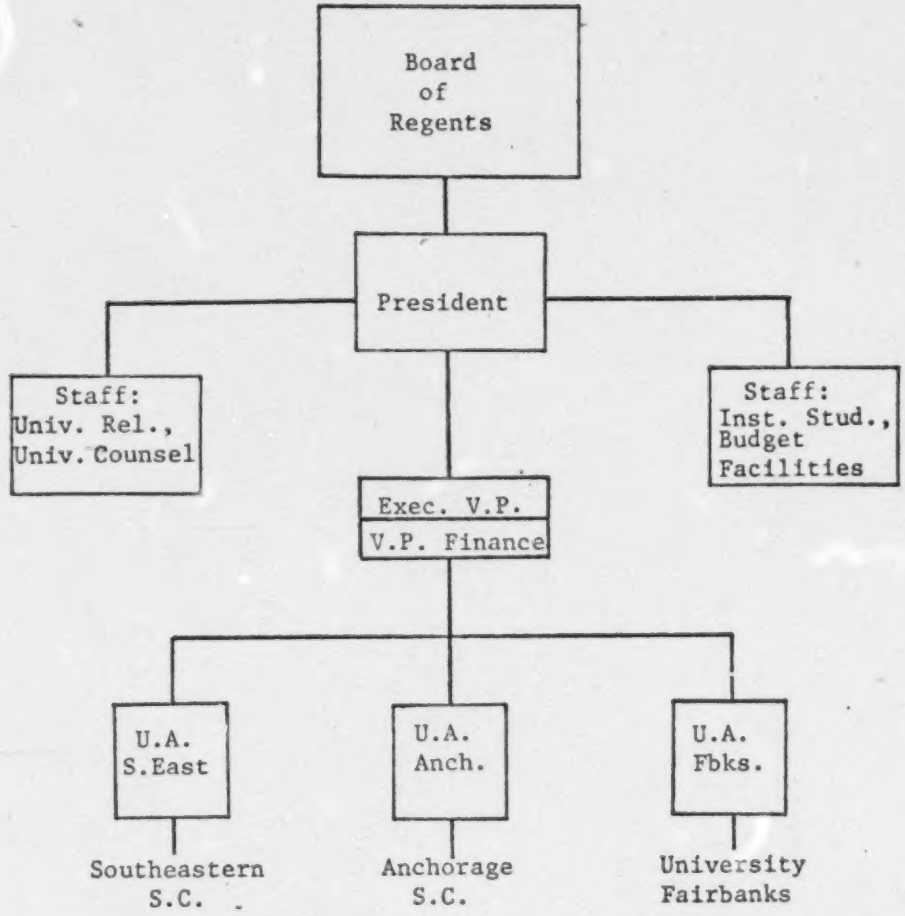

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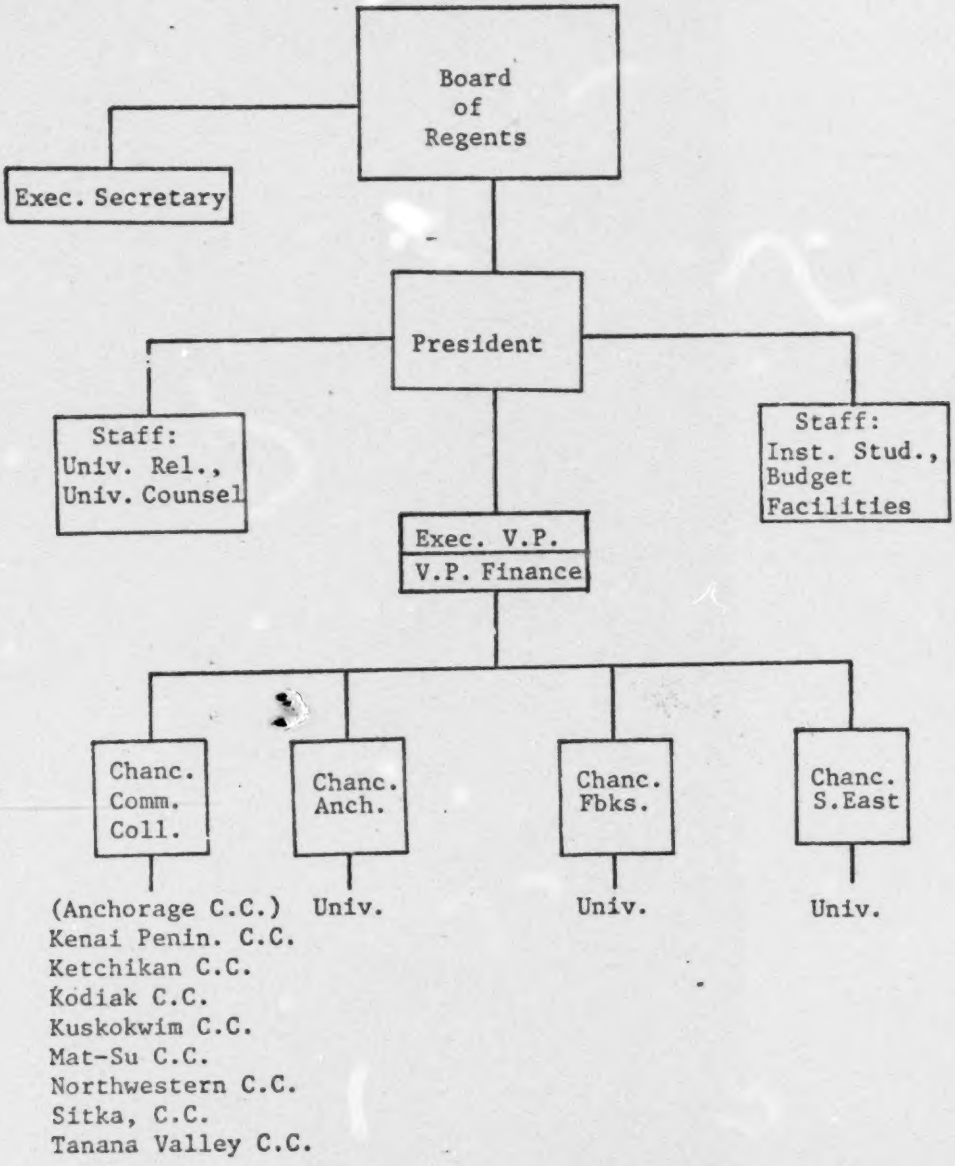

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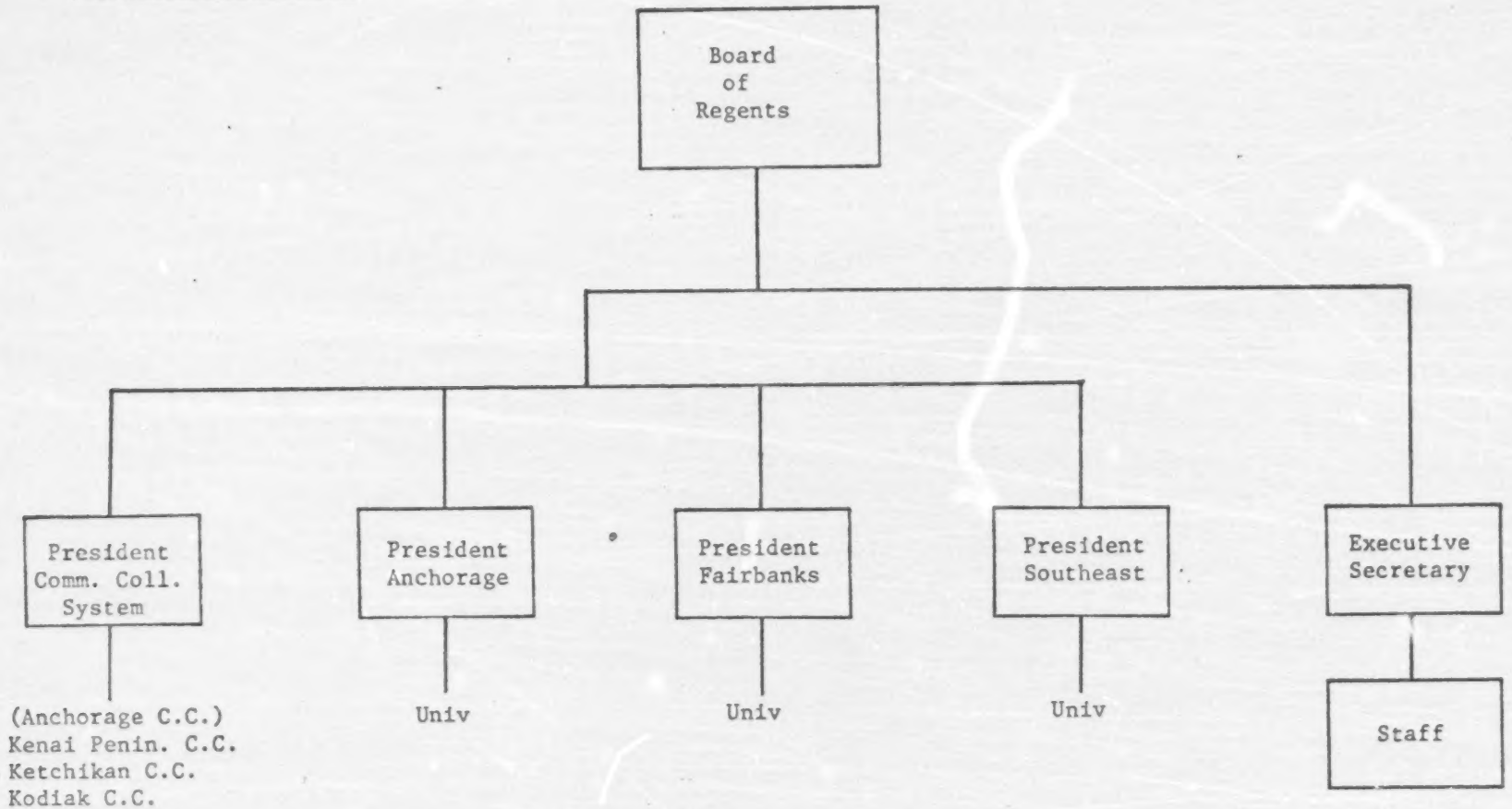

SECTION FOUR

PUBLIC HEARING SUMMARY

BY MS. SHARRON LOBAUGH

COMMISSION ON POSTSECONDARY EDUCATION

Report on Hearings regarding Community Colleges

January 20, 1977
Sharron Lobaugh

Dr. Hugh Fate and I were two Commission members who attended all of the public hearings and we have agreed to submit separate reports to the Commission. This report will consist of: an outline of expressed concerns and recommendations as expressed in the hearings extracted from oral and written testimony; comments from informal meetings with persons in the various communities; a discussion of regional variations; and a summary of most frequently expressed recommendations.

Many persons spoke in favor of keeping the present system for most of the same reasons outlined by Dr. Hiatt. The justification for retaining the present structure are valid which suggests careful research and thought must be given before altering the present system.

The majority of those who testified offered justifiable criticisms of the University administration. The testimony from the hearings centered on these issues: autonomy and identity, restructuring within the system, program articulation and student services, financial management, faculty, governance advisory boards, and inter-agency cooperation.

AUTONOMY AND IDENTITY:

- Community colleges have a distinctly different philosophy and purpose from the four year University.
- Community colleges need a separate identity from the University, not only in name, but in purpose. "Comprehensive community colleges" seemed to be the best descriptor.

- Community colleges should be a part of the University "system" but not necessarily a "step-child" of the parent university.
- Community colleges should have some independence from the university while still retaining those services best provided from a single source.
- Community college identity is being destroyed by being assimilated into the University system through various techniques - overt and covert.
- Change must occur as soon as possible to eliminate politics from higher education.

RESTRUCTURING:

- An administrative structure which provides the autonomy and an identity of purpose as well as the necessary service should be designed which can function effectively regardless of personalities.
- Some of the "layers of the cake" should be eliminated for rural campuses which result in ineffective administration.
- It does not matter what administrative structure exists if the administrators or the Board of Regents are not supportive of the differing functions of the community college.
- A variety of structures now exist for administration as some campuses are administered under a chancellor, some are serviced by the rural education office and some are part of a four-year program.
- No changes should occur without a careful planning period.
- A separate administrative structure, either a separate vice-president or equivalent should be established to provide advocacy for community college problems.
- Any separation of the community college from the university or variation of structure will cause more competition for courses. Some system of arranging for mutual agreement or coordination must be built in.

- A complete split from the University should be made to eliminate jealousies; attain community college goals and objectives and cause rethinking of concepts of tenure and bargaining.

STUDENT SERVICES AND PROGRAM:

- Full transfer should be afforded to community college graduates to the University of Alaska.
- There are duplicates of courses on four-year campuses and a tendancy to re-number and complete with two-year offerings.
- Programs which demonstrated the most local support grew from local needs.
- Student policies (admission, credits, tuition, etc.) vary from campus to campus and time to time.
- Grades have been up to one year late, often incorrect, and transcripts unreasonably delayed.
- Students need housing.
- The number of programs must be limited to assure quality because it is difficult to maintain a quality AA program.
- Little or no guidance is provided for full-time students, required courses are cancelled, requirements change, enrollment is extremely complex, and catalogs are inaccurate and misleading.

FINANCIAL MANAGEMENT:

- Budgeting processes both in formation and operational phases lack coordination with local directors and advisory analysis.
- Some communities received a greater percentage of budgetary reduction than the total reduction.
- Campuses with the most growth seemed to be most hit by budget reduction.
- Personnel procedures are not localized and restrictions are imposed from red tape

so that communities often cannot hire their choices, especially in rural communities.

- RRIM formula is an inappropriate measure of need as generation of credit hour is not related to learning. Formulas which depend on credit hour generation are not applicable to community college efforts (forces everything to be ascribed in credits).
- Payroll is unduly late and often incorrect - problem has mitigated slightly - (one community had 50 of 50 checks incorrect and it has now reduced to 20 of 50) - causes embarrasment to teachers and may contribute to turnover.
- Computer systems are different in Fairbanks and Anchorage. Some campuses were connected to either center from rural area.
- Computer systems are becoming too complicated and causing more problems than they are solving--both in pupil and financial services.
- Smaller schools depend on soft money and grants from a wide variety of sources and generate more credits as a result, yet the University does not pick up the tab when funding runs out.
- Most faculty members do not have an opportunity to provide input to the budgeting process and directors were not given an opportunity to be involved in decisions for reduction of their budgets.
- Measures to identify student population should be standard as reported by University.
- Block grants should be given to community colleges with some categorical support and/or local taxing authority.
- University administration gets a higher priority of budgetary allotmen. than instruction and is the last to receive cuts, new positions were added this year.
- Changes in program, budget, procedures occur without consultation with faculty or community college directors.

FACILITIES:

- Planning rarely includes local community, teachers, or advisory.
- Facilities have been designed by competent local architects for some buildings and then changed by the University planners.
- Rural campuses share facilities with school districts especially in vocational areas while urban campuses have been discouraged rather than encouraged use of local facilities.
- Engineering is inadequate in rural areas for sewer and water.
- Cost inflation caused by architectural specifications 15 per cent above other public works facilities have resulted in construction of facilities by students and faculty in some cases.
- Some campuses have been assigned extension or outreach programs from upper-division into their facilities where that space had been planned for community college functions.
- Urban campuses have not been able to utilize space originally allocated to community college functions which now are reassigned by the administration.
- Library in Anchorage moved away from campus withouc consideration for community college needs. The Sitka library is inaccessable.

INTERAGENCY COOPERATION:

- More cooperation needs to exist between Rural Education Affairs and community colleges.
- More career ladders need to be planned for extension of training, especially in nursing and education.
- Better articulation and cooperation is needed from high schools through community college.
- Some effort needs to be made to organize regional services with public education.
- Rural village liaisons need strengthening.

GOVERNANCE:

- Administration seems insensitive to needs of the community colleges and the students.
- More direct two way communication is needed between the Board of Regents and community college directors.
- Members of the Regents should be representatives of the community college constituency or be designated as community college Regents.
- A subcommittee of the Regents should be established for community college issues.
- Community colleges need their own administration with at least a vice-president of community colleges who would be responsible to them.
- Community college directors need an organizational structure and must be provided opportunities to meet and discuss common concerns.
- Members of the Board of Regents should represent each community college area.

ADVISORY BOARDS:

- Advisory roles are not clear on four-year campus.
- Advisory boards should be given some delegated or legislative authority in these specific areas;

  policy - student
  personnel decisions
  budget planning and implementation
  program planning
  facilities planning

- Advisory boards should reflect the region and a cross-section of the community served and be appointed by the Regents.
- Advisory boards need to be able to get together and discuss common concerns.
- Advisory boards should not impinge on the authority of the Regents but have direct relation and input to the Board of Regents.

- Authority of advisory should vary with community colleges and functions assumed when they can perform them.

FACULTY:

- The Anchorage Community College Federation of Teachers does not adequately represent the concerns of the instructors in the rural areas.
- Community college teachers should not be required to perform research functions which are the proper realm of the upper-division and graduate faculties.
- Community college teachers are twelve per cent of the staff and they generate 60 per cent of the credits.
- Disparity exists in salaries between upper-division, community college and part-time teachers (approximate per credit hour difference: $132/hour upper-division, $89/hour community college and about $30/credit hour for part-time teachers.)

  (Upper and graduate salary approximate $36,000 teach 12 credits/year. Community college salary approximately $24,000 teach 18 credits/year. Part-time teachers for 18 credits $7,200/year.)
- Community college teachers are more concerned about the students whereas teachers in higher education seem most concerned about administration and research.
- University takes jobs from community college by having some senior college faculty teaching community college classes.
- A better system than a (time) punch card for faculty should be developed.
- Union exists because of problems in administration.
- Vocational technical faculty should not be required to have a BA degree to advance on salary schedule.

SUMMARY OF FREQUENTLY EXPRESSED COMMENTS:

Those comments and concerns heard with the greatest frequency are listed below. Some persons represented groups of administrators, faculty and/or advisory boards and those comments are included as being expressed by at least 10 spokesmen.

I. a. Community Colleges have a distinctly different philosophy and purpose from the four year University.

b. The community college should remain under the present University system.

c. Community colleges should have some independence from the University while still retaining those services best provided from a single source.

d. It does not matter what administrative structure exists if the administration is not supportive of the differing function of community colleges.

e. Something must be done soon to reduce the tension and involvement of politics in higher education.

f. A complete split from the University should be made to eliminate jealousies, obtain Community College objectives and cause for better operations.

II. a. Budgeting processes are lacking in coordination. Little opportunity for local planning, input from faculty, advisory or even the community college directors is evidenced. The RRIM formula is an inappropriate measure of education, especially for community college efforts.

b. Computer systems for financial and student services are inappropriate, complex, and causes more problems than it solves. Payroll and employment procedures are very poorly administered - inaccuracies are inexcusable.

III. a. Facilities are too costly, sometimes poorly designed and seldom planned by local staff or administration - libraries have not been adequate or are inaccessible.

IV. a. Direct input is needed by the Board of Regents for administration and advisory - proposed separate vice president for community collegs. Advisory boards need to have some delegated or legislative authority depending on community for student policies, personnel, budget planning and implementation, facility planning.

ADDITIONAL REGIONAL COMMENTS

In addition to the transcribed text from testimony at the various sites, the Commission had the opportunity to tour the campuses and meet with a number of citizens, faculty and administrators on an informal basis. There was some reluctance to share information with the Commission because persons received veiled threats against expressing opinions differing from the official position of the University.

Several staff members expressed a low morale existing on all campuses among the faculty which was attributed to evidence that more and more money seemed to be going into administration with little evidence of improved administration and no evidence of improved instructional service for students.

One example of the reduced student service is illustrated by the practice of hiring part-time faculty. Because of increasing cost of full-time faculty and severe budget cuts, many classes which warranted a full-time faculty person being hired were taught by the addition of another part-time person in the same field. This saves the college a large amount of money. On one occasion an instructor indicated that required classes in sociology were overloaded and needing a third section, when this person inquired about a full-time position, they were told that there was not enough in the budget for this and another part-time person was hired. The savings for the college will be about $15,000 for operating this way. Although no accurate figures are available, a part-time teacher for 2-3 credit courses/year would cost about $7,200 compared to $22,000 for one community college teacher. Most colleges prefer to have full-time faculty but continue to have 25 to 30 per cent part-time staff. Senior college faculty range over $20,000 and many upper division faculty only teach two courses each semester. Estimates are that on some campuses 60 per cent of the senior college staff are "administrators," but this is undocumented. The directors, on

the other hand, cannot entirely be blamed for their use of part-time faculty whenever possible because they seem to be deliberately left out of budgetary decisions.

The central administration of the University demonstrates a paternalistic attitude toward community colleges. An example of this attitude was revealed by a member of the Central Administration who indicated that the reason the directors of the community college did not have input on the budget cuts was because there is so much in-fighting within the community colleges that it did not seem feasible that the directors could come to any agreement with their staffs on budget priorities, so decisions had to be made for them.

In some cases, directors had little or no input on personnel decisions. Rural areas strongly endorsed local hire policies, but have had little success in training and keeping local employees. Some of this is due to the complicated employment system where as many as ten doors need to be opened to employ someone. Following their hire, payroll is delayed frequently and often these persons will accept another local job where the paycheck is dependable. Some problems also exist because the computer system for enrollment is too complicated for students and even the employees have a difficult time understanding it. This results in a supervisor having to assume the responsibility. Procedures seem to change as rapidly as employees so this also complicates training for clerical personnel. The applicability of the computer for rural enrollment is highly questionable if several hundred enrollments need to be hand corrected by supervisors. One campus is considering offering credit to students for completing enrollments properly.

Rural campuses with limited budgets are greatly affected by slight budget cuts where the flexibility of hiring local part-time teachers is reduced. In Nome,

being a newly established community college, doctoral level staff were hired in order to obtain the highest qualified individuals who are willing to perform a variety of functions from counseling to teaching enrichment or fundamentals and performing administrative functions such as grant writing.

Rural campuses have better relations with their advisory. They have had an opportunity to be involved in program planning and hiring administrators. All administrator groups supported greater decision-making authority at the advisory board level. Some discussions ranged from attempting to recruit a representative group from the region served, to appointments by the Regents were suggested.

Rural administrators experienced more "red tape." Spokesmen at the two rural campuses indicated the rural task force was not effective in bringing a solution to the problem of improving rural educational opportunities. Many felt the creation of Rural Educational Affairs Agency had simply added more administration without improved service.

Over and over it was repeated: "It doesn't matter what type of structure exists if the administration is not supportive of the differing role of community colleges." At the same time, many expressed concern that no further changes of this magnitude occur without more careful preparation. Speakers were anxious to remove politics from decisions on the community college but recognized that unless greater awareness of real problems occurs on the part of the administration, the political route will be the only available means of effecting the necessary changes.

Rural educators indicated that they were not sympathetic with the AFTCC although they all belong. Some indicated that they were interested in pursuing their own bargaining unit. Teachers indicated that adequate sewer and water were strike

issues in the rural areas with additional salaries going to the "flying" staff who assume the risk of bush travel in their job.

The facilities in the rural areas were planned without much consideration to Arctic environment. Costs were reported at least 15 per cent above Public Works figures for comparable square footage. At Nome a small generator pump shed was bid at about $20,000. The director decided instead to use this money to hire students to contruct this because of the excessive cost. A 20 X 30 storage building and a small pump shed was built at a cost of $8,000. The director even painted the main building to avoid the excess amount for contracting this work.

Inflationary problems were reported on all campuses and design problems were also pointed out. Pumps are located inside sewer and water systems in Bethel which obviously becomes a problem when systems break down as they have frequently. On at least one occasion, the sanitation officer was notified in Anchorage and requested to visit the campus because conditions were considered unsanitary by the staff.

Construction and design problems are well known for Federal buildings in the Arctic, but seem inexcusable for State buildings designed in Alaska. When local architects in communities like Kenai have been hired to assist in design, their recommendations have been ignored by the University planning department.

Because Kenai experiences less of the isolation, problems are somewhat easier to solve. Spokesmen in Kenai indicated that they felt they could offer better services themselves with a mini-computer and could count on the community and high school for support if necessary. The oil industry, for example, was providing $40,000 this year for an instructor. Industry has equipped the water-oil laboratory, the petroleum industry provides tuition grants and support services such as on-the-job training

programs in refineries and platforms. The industry employs nearly all graduates. Kenai also has cooperation from other agencies like the Seward Skill Center. The high school vocational programs demonstrate an outstanding cooperative arrangement.

Most of the rural campuses have good relations with the high schools, although some were being charged a great deal for evening space. The Nome-Beltz facility is extremely under-utilized operating an elaborate facility at one-fourth capacity. Vocational possibilities at this facility are very sophisticated and extensive. In Anchorage, post high school vocational opportunities at the community college do not accommodate or expand high school programs (2,000 students graduate in Anchorage annually).

Most of the concerns raised in Anchorage related to identity and program problems of a territorial nature. A great amount of friction exists at this site. Reaction from the audience was evident when the administration indicated that plans were in effect which would eliminate all the problems identified.

In Anchorage, Some of the best testimony came from the present community college director and administrative group. While much of the remaining testimony was more in the nature of grievances. Some witnesses pointed out the demise, demolition, and degradation of the role, status, and function of the Anchorage Community College. This is a serious threat for a campus that is the only community college in the State with full accreditation status.

Even though much of the data provided in the form of cost/benefit information is yet unverified, some witnesses provided a revealing analysis of comparision between upper division and lower division costs and illustrated inflationary administrative allotments. This information is valuable and apparently was extracted from FY 76

and FY 77 program narrative and budget summary books. The information provided by Gale Smoke indicated that Statewide administrative costs are up 32.5% while community college budgets were reduced by 5-6%. Witnesses in other communities indicated as much as 15% reduction in budget from the amount authorized by the Legislature. Dr. Fate and Mrs. Banfield responded to various audiences to explain the action of the Regents which directed the administration to equalize the Governor's budget cut between all units in the University. The Regents acted on the cuts recommended by the University administration and in addition withdrew some funds from a contingency reserve to reinstate money to the rural and Southeast community colleges as these schools were experiencing a growth period. In addition, the Regents explained that computer implementation was a significant portion of the administrative budget this year. The FY 77 budget was not available far enough in advance for the Regents to examine it in detail.

Because the formula and procedures for budget formation changed five times, most of the data is statistically unusable. Lack of data for decision making bodies such as the Legislature, Governor, and Board of Regents contributes to this information gap. Problems are still evident in conversion between the two computer program systems for such information as head count, FTE, and other enrollment data.

No count of dropouts and withdrawls are available. All campuses reported that the figures in the postsecondary information were less than the actual enrollments for the previous two years by as much as 50%. The Commission received its information from the University. Information such as: number of students/program, number of full-time students/program, and number of faculty is also not yet retrievable.

When data is not available for the top level decision-makers, obviously the community college directors or their advisories are even less informed. Most advisory members felt they should be able to provide some guidance in preparation of the budget. Only those advisories in the rural areas were provided an opportunity to review the proposed budget. Some advisories did not see their role as other than a public relations vehicle. The advisory in Anchorage spent most of this year's efforts in attempting to mediate between the administration and the union. This seems an inappropriate function if the advisory is not in fact a board with the authority to make decisions and did not have the background on all community college programs and functions. Most advisory members expressed a sincere interest in their community college and willingness to assume policy making responsibilities. While it seemed most advisories were attempting to represent a cross section of the public, there was little evidence that there was any real public involvement in any decisions made at the University. Mrs. Helen Bierne, former Legislator and Chairman of the House Education Committee expressed that in ten years as a Legislator, no member of the advisory or public ever provided input to the Legislature directly. In addition, Mrs. Bierne stated that the questions the Legislators were asking were those that should be asked by advisories and they are entitled to know.

The advisory in Juneau has expressed this concern repeatedly over the past ten years. Marie Darlin's comments that "we are operating in a vacuum, have little knowledge of actual college operation, and see no results or actions from out input to the Regents through the Chancellor." Advisories expressed an interest in meeting annually to at least become more aware of their role and discuss mutual concerns.

A comment was raised that the Regents have initiated a procedure to strengthen

advisories and have alloted agenda time for that purpose. NO agenda item was so designated for the meeting of December.

The effects of these problems are felt most directly by the students. Students in Juneau offered several statements regarding poor program planning. Classes that were required for various AA programs were cancelled frequently, which means that the students cannot get their two year program in two years. Some felt frustrated because there was little guidance in the catalog or through counselors and in fact one was using a catalog from Wyoming as a reference. Apparently there are too many programs in the Juneau campus and not enough students to support this effort.

In addition to some of the required classes being cancelled for lack of eight students enrolled, many of the core classes for the programs outlined in the catalog do not exist. No one on the staff is presently developing courses for these programs, and thus the programs are developed on more of a "course available" approach. Since the catalog constitutes a contract, the University is liable for erroneous or misleading material in the catalog. Dr. Ferguson agreed that this has been a problem and is aware of these inaccuracies.

One Juneau student expressed his frustration: "If I am going to commit myself to the University of Alaska here in Juneau, I expect the University to commit itself to me."

Testimony was received from the public, administration, faculty, and students by mail from Sitka and Ketchikan. The comments paralleled those in Anchorage

concerning a loss of identity and addressing the problems posed to students and faculty as a result of administrative growth and insensitivity.

Dr. Ferguson indicated that the University is undergoing a self-study to determine the feasibility of becoming a four-year university. Most of the problems outlined by the students indicated that there is barely enough full-time students (90) to warrant a day-time program for AA. Of 192 classes offered at the Juneau center, only 18 were in the daytime. This could also be attributed to lack of efforts to involve the high school students. One staff person was directed not to conduct classes at the high school because the "students should come to us. The University of Alaska should not have to go to them." Clearly the bulk of those students in Juneau are those interested in enrichment and professional development. This puts a strain on the facilities because most of the campus is used for administrative purposes such as registration, record keeping, Senior College and Junior College faculty, etc., rooms, rather than instruction. Efforts to work with the local school district should be re-examined.

CONCLUSION:

After this exposure to the problems of the University, it is my feeling that changes must be initiated externally. If the public were aware of all direct and indirect program costs as compared to elementary and secondary education, I feel a dramatic reevaluation of priorities would result. Some indication of public sentiment resulted in the defeat of the recent bond issue reflecting a response to the obvious growth of the physical plants on all campuses.

With classes over 25/1 PTR in elementary schools while University and enrichment classes close with 8 students, this may be a luxury Alaskans should be aware of. The cost to the student is very minimal but to the taxpayer is astronomical. An independent audit seems in order.

SECTION FIVE

EDITED TRANSCRIPTS

OF PUBLIC HEARINGS

NOTE: OWING TO ITS EXTREME LENGTH AND MARGINAL LEGIBILITY OF SIGNIFICANT PORTIONS, SECTION FIVE--PAGES 87-269 OF THE ORIGINAL DOCUMENT--HAS BEEN DELETED.

SECTION SIX

WRITTEN MATERIALS RECEIVED

AFTER TRANSCRIPT PREPARATION

RECEIVED
FEB 9 1977
Alaska Commission on
Postsecondary Education

UNIVERSITY OF ALASKA ANCHORAGE
CITIZENS' ADVISORY COMMITTEE
2651 PROVIDENCE DRIVE
ANCHORAGE, ALASKA 99504

February 1, 1977

Dr. Kerry Romesberg
President
Post Secondary Education Commission (1202)
Pouch F
Juneau, AK 99801

Dear Dr. Romesberg:

At the regular monthly meeting of the UAA Citizens' Advisory Committee on January 26, we adopted the attached recommendations for incorporation in your report or to use in whatever manner you see fit. We were unable to respond earlier because of the relative infrequency of our meetings.

We would be pleased to expand upon any of the points mentioned in our resolution if the Commission wishes us to do so.

Sincerely,

Ed Isenson

Ed Isenson
Chairman

Enc.

TO: Members, UAA Citizens' Advisory Committee

FROM: Virginia dal Piaz, committee member

RE: Alaska Commission on Postsecondary Education study on the relationship of the State Community Colleges to the rest of the public system.

The following are some thoughts on the Commission's study of Community Colleges and possible alternative approaches for the governance of them in Alaska. These ideas are starting points for discussion - the committee members have much expertise and various experiences that will add much more. I hope the committee will endorse the following recommendations and forward to the Postsecondary Commission on Higher Education:

1. Commend the Commission's goal of identifying present and future directions of Community Colleges in Alaska. The problems and benefits of the Community Colleges within the University system have been manyfold. There needs to be an exploration and evaluation of the effectiveness of the current organizational structure and the responsiveness of the system to the needs of Alaskans.

2. The committee supports the Carnegie Commission recommendations as presented by Dean Stewart on behalf of the Anchorage Community College and administrators at the Commission hearing in Anchorage, AK on Dec. 9, 1976.

3. The committee supports the changes being initiated by UAA Chancellor Lindauer to decrease administrative, teaching and educational delivery problems currently engulfing the Anchorage campus.

4. The UAA Citizens' Advisory Committee does not recommend the separation of the Community Colleges from the University system. Due to Alaska's unique problems in post secondary education (low population, spread out over huge area, etc.) it is not deemed currently efficient to do so. Separation would create duplication of services, competition for the same educational dollar, and confusion. However, these conditions may change in the future as the state grows and it may become feasible and desirable to separate the Community Colleges from the UA system.

5. Since the UA bond issue failed (contained acquisition of more property for UAA expansion), there needs to be an exploration of the possibility of acquiring additional sites within the borough of Anchorage for new Community Colleges or branches of existing ones. The Anchorage Community College is growing fast and is outstriping its physical plant. The committee believes Community Colleges should be small institutions, not over 5,000 FTE. Ideally, Community Colleges should have their own campuses to enable them to establish strong programs and their own identity.

Alaska Commission on Postsecondary Education study on the relationship of the state Community Colleges to the rest of the public system.

6. We urge that special mechanisms be established in the Office of the President to deal with the unique situation of Alaska's Community colleges. Special attention should be given to establishing significant community participation in policy making.

7. Finally, over the years the University system has operated with little public scrutiny or accountability. There are no particular avenues of citizen input that can bring changes - the citizens' advisory committees are just advisory and have no real power. Even the legislature has little control (for example, the University is not audited on their yearly expenditures as other state agencies are). The committee feels there needs to be more citizen input to the system, both the University and Community Colleges, on whether people feel their higher education needs are being met. This input needs to be listened to and if valid, changes made to reflect those needs. In order to facilitate such input, the committee suggests:

    1. a yearly meeting (early fall) between the UAA Citizens' Advisory Committee and the Board of Regents to articulate problems and needs from the citizens standpoint;

    2. a similar meeting with the UA President.

Unless these policy/decision makers can be put directly in touch with the thoughts and ideas of the citizens (education consumers), they will continue to make decisions with input from only within the system. Also perhaps public hearings by these decision makers should be considered, along the line that the Post Secondary Education Commission recently completed.

TO: ALASKA COMMISSION ON POST-SECONDARY EDUCATION

FROM: UNIVERSITY OF ALASKA STUDENTS, SOUTHEAST

DATE: JANUARY, 1977

RE: PROPOSED CHANGES TO COMMUNITY COLLEGE SYSTEM

RECEIVED
FEB 2 1977
Alaska Commission on
Postsecondary Education

TO: ALASKA COMMISSION ON POST-SECONDARY EDUCATION
FROM: STUDENT CENTRAL COMMITTEE, UNIVERSITY OF ALASKA-JUNEAU
RE: PROPOSED CHANGES TO COMMUNITY COLLEGE SYSTEM

WE, AS STUDENTS OF THE UNIVERSITY OF ALASKA-JUNEAU DO NOT WANT TO SEE THE COMMUNITY COLLEGE AND THE U OF A SEPARATED. WE BELIEVE A SPLIT WOULD HINDER RATHER THAN HELP US AT THIS TIME, SUCH AS HURTING THE ACCREDIDATION SELF-STUDY PLANS FOR JUNEAU.

ALSO, THERE APPEAR TO BE PLANS FOR A MAJOR INTERNAL RESHUFFLING WITH PARTS OF IT ALREADY BECOMING APPARENT IN THE FORMATION OF CAMPUS INSTRUCTIONAL COUNCILS AND REGIONAL AND STATEWIDE ASSEMBLIES.

THE STUDENT CENTRAL COMMITTEE IS HOPEFUL WITH THIS RESHUFFLING ALL OF SOUTHEAST WILL BENEFIT. BENEFIT IN TERMS OF ENLARGED ACADEMIC PROGRAMS, MAINTENANCE BUDGETS AND LIBRARY FACILITIES FOR EACH S.E. CAMPUS.

WE DO BELIEVE THAT EXTENSION SERVICES IN SMALLER COMMUNITIES ARE A MUST AND THAT EDUCATION SHOULD NOT BE LIMITED ONLY TO PEOPLE IN LARGER COMMUNITIES.

WE HOPE THAT YOU WILL NOT TAKE THE COMMUNITY COLLEGE OUT OF THE UNIVERSITY SYSTEM. WE HAVE ENOUGH PROBLEMS GETTING REQUIRED DEGREE PROGRAM CLASSES GUARANTEED WITHOUT ADDITIONAL OBSTACLES.

THANK YOU

Diane A Deroux

DIANE DEROUX
S.C.C. PRESIDENT

7 December 1976

TO: Alaska Commission on Post-secondary Education

FROM: Faculty and Students, Sitka Community College

RE: Public Hearing, 13 December 1976

The following are recommendations and suggestions from some of the students and faculty at the Sitka Community College.

1. Offer full specific programs in business, vocational, secretarial **and other** areas where there is community interest. A licensed practical nursing program is offered for the first time in the fall of 1976. The success of the LPN program is an indication that a total program in a given area can work if offered.

2. Do not cancel required courses when fewer than eight enroll.

3. Encourage high school students to enroll in the community college so that they can get a full two-year program without having to go outside of the community for the first two years of their education.

4. Have a study area for students to use during the daytime hours or at night. Most students at the Sitka Community College are adults with families and need a quiet area in the school for study.

5. Have a library more convenient to the classes. Students need a library in the same area where the classes are taught. The Sitka Community College library is in the consortium library at Sheldon Jackson College.

6. Offer drafting or related courses for those interested in construction and building trades.

7. Schedule classes so that more students will be able to enroll in more courses. Schedule classes on the same evening 6:00-7:30 and 7:30-9:00.

8. Schedule more guaranteed day classes.

G. Greg Doles
Rt. 1 Box 752
Ketchikan, Alaska
99901

December 7, 1970

Mike Vislosky
RR 5 Box 5529
Juneau, Alaska 99803

Dear Mike:

The general contention of Ketchikan Community College is that we would like to see the class size minimum be as it always was at five students. Especially where the class is one that is required for there being able to attain their degree.

Their idea is that if only three people show up to take the class that the class be reviewed by the director to determine whether or not the class should carry on fold.

Maybe you have a better idea. That is fine use it. But we do want to try to do something about the problem.

Thank you,

G. Greg Doles

UNIVERSITY OF CALIF.
LOS ANGELES

JUL 29 1977

CLEARINGHOUSE FOR
JUNIOR COLLEGES